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ABSTRACT

In February 1974 the Corporation for Public Broadcasting (CPB) commissioned a study regarding the role of the Corporation in the relationship between public broadcasting and education. Four task forces were formed to consider the areas of early childhood education, elementary-secondary education and teacher education, post-secondary formal education, and adult education. The bulk of the report is concerned with a discussion of the recommendations, which are that the CPB should (1) intensify its efforts to bridge the chasm between broadcasting and education; (2) recognize and support the principle of cultural pluralism; (3) undertake activities to assist professional development of the educators and broadcasters engaged in educational broadcasting; (4) undertake promptly certain instructional programing activities; (5) assure attention to the strategies, materials and other services which are critical to effective use of educational programing; (6) actively develop the educational programing applications of related technologies; (7) assure an effective program of research, evaluation and demonstration; (8) facilitate the development of more flexible patterns of rights clearance; (9) encourage the development of the skills of aural/visual literacy and critical listening/viewing; (10) recognize and support effective activities for promotion and community outreach; (11) move at once to act upon these considerations. (Author/KKC)

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PUBLIC BROADCASTING AND EDUCATION

A Report to the Corporation for Public Broadcasting from the Advisory Council of National Organizations

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A Report to
The Corporation for Public Broadcasting
from
The Advisory Council of National Organizations
March 1975

advisory council of
national organizations

888 16th street, northwest
washington, d. c. 20006

March 1975

The Corporation for Public Broadcasting's Advisory Council of National Organizations (ACNO) consists of 45 major voluntary, professional, religious, public interest and educational organizations in the United States. We represent a wide divergence of interests and points of view but we are united on at least one point --the importance of public broadcasting in America's future.

In February 1974, the Corporation commissioned ACNO to conduct a study and make recommendations on the role of the CPB in the relationship of public broadcasting and education. The following report represents the results of a year-long study which involved more than four thousand persons throughout the United States. A full description of the work of the four Task Forces can be found in the Supplemental Section of this Report.

Our intention was to make specific proposals for action. Instead, we discovered that our real priority was to identify eleven major goals and then to suggest a number of specific action proposals which illustrated these goals.

In adopting this Report, ACNO urged the CPB to take immediate steps to secure funds and to develop a plan for action based on the recommended goals. Obviously this is a long-range task and ACNO has made it clear that it is a willing partner in the implementation. Having witnessed the enormous complexity of the study and the great care that went into making it a responsible process, I must express appreciation on behalf of ACNO for the assitance of two key staff persons at CPB, John Price and Doug Bodwell, and to John Witherspoon, who acted as consultant throughout the study and who drafted the Report. Finally, I want to thank the persons who chaired the various groups and all those who participated in the Task Forces and symposiums. It was an impressive expression of the interest of busy people in THE PEOPLE'S BUSINESS.

William F. Fore

William F. Fore
ACNO Chairperson

corporation for
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This study was commissioned by CPB and conducted under the auspices of the Advisory Council of National Organizations (ACNO).

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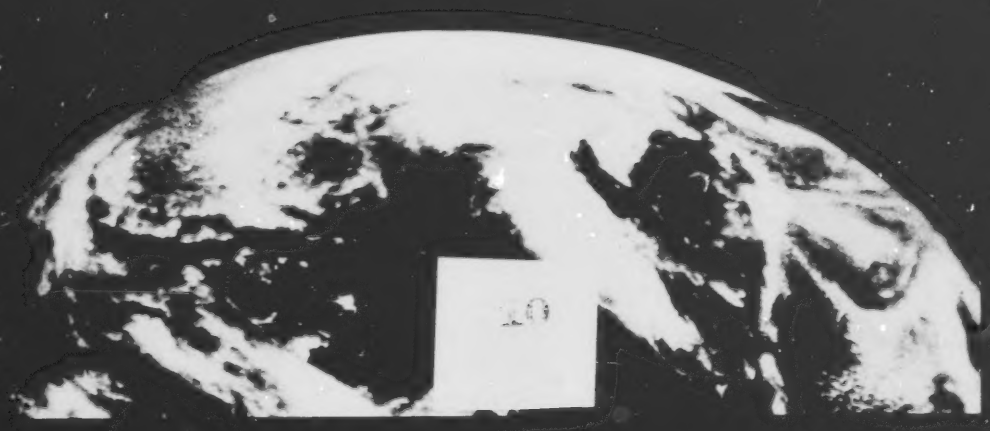

INTRODUCTION

The Congress hereby finds and declares . . . that it is in the public interest to encourage the growth and development of noncommercial educational radio and television broadcasting, including the use of such media for instructional purposes. . . .

Section 396 (a)(1)
The Public Broadcasting Act of 1967

From its beginnings in the land-grant universities of the Midwest, public broadcasting has been used to serve the purposes of education. In the early days of radio, a third of all broadcasting licenses were held by educational institutions, and a few of those pioneer stations are serving audiences—including students—today. The development of FM radio brought reinforcement to the hardy survivors of those early days. Today's public television stations devote about a third of their total air time to instructional programs, and if one counts such educational programs as "Sesame Street" the proportion rises dramatically.

Far behind us are the old questions of whether radio and television can be effective as instruments of teaching and learning. These are probably the most researched media ever to be applied to education, and there can be no serious doubt that television and radio have been used successfully in a very wide range of instructional tasks. They work. Given proper planning and careful integration into the instructional process, they are demonstrably effective.

The Corporation for Public Broadcasting has long supported efforts of the Children's Television Workshop in producing "Sesame Street," "The Electric Company," and "Feeling Good." One of the Corporation's earliest commitments was for the support of "Mister Rogers' Neighborhood." Nevertheless, the Corporation is acutely aware that in spite of the congressional mandate, and in spite of efforts by CPB dating almost to its inception, there has not been a national public broadcasting perspective of service to education, and the Corporation has not had a cohesive agenda for its own part in such a service.

In February 1974, CPB commissioned its Advisory Council of National Organizations (ACNO) to conduct a study and make recommendations to the Board of CPB regarding the role of the Corporation in the relationship between public broadcasting and education. It was recognized that it is difficult to draw precise boundaries around the functions of the various related organizations in public broadcasting, but for ACNO the Corporation was to be both the audience for the report and the target of the study.

The Advisory Council, through its Education Committee, organized four task forces to consider the areas of early childhood education, elementary-secondary education and teacher education, post-secondary formal education, and adult education. The chairpersons of these groups are delegates to ACNO who are also leaders of major educational groups. The members of the task forces were chosen for their qualifications in broadcasting, education, or related

public concerns, and the selections were balanced to assure reasonable representation of geographic areas, minority groups, sex, and a range of viewpoints. The task forces involved in their deliberations more than 4,000 broadcasters, educators, and members of public groups.

The work of the task forces was completed in December 1974. Each filed a report which stands unchanged and which appears in the Supplement. The individual task force reports, while forming the basis for the final ACNO report, represent the composite view of the task force members only, and were not intended for action by the Advisory Council.

This final report is the result also of further deliberations by the ACNO Education Committee, its Executive Committee, and finally the membership of the Council at its quarterly meeting in March 1975.

Needless to say, however, while a study's processes may be impeccable and the rhetoric of its recommendations may gleam with wisdom, success lies only in results. The Advisory Council of National Organizations urges the timely implementation of the recommendations which follow.

SUMMARY OF THE RECOMMENDATIONS

The eleven recommendations of the Advisory Council deal with such diverse problems as the relationship between broadcasting and education, the appropriate use of educational broadcast material, and the need for extended rights to certain programs. The study steered firmly away from the temptations of seemingly magic solutions to old and difficult questions. Rather, it concentrated on a broad set of practical recommendations, each important and each capable of execution at various levels depending on availability of resources and evolving conditions in education and public broadcasting.

Some of the recommendations imply new activities, for which additional funding will be required. Funding strategy was not part of the Corporation's charge to ACNO, but it is appropriate to recognize that present resources will not be adequate, and the Advisory Council would be a willing partner in seeking solutions to these funding questions.

Since the recommendations represent an integrated program for action, no priority order is implied by their numbering. The first two recommendations are general and underlie many of the others, which deal with more specific issues. The bulk of this report is concerned with a discussion of the recommendations. They are presented here for summary reference.

1. The Corporation for Public Broadcasting should intensify its efforts to *bridge the traditional chasm between broadcasting and education,* building a working partnership to serve their common purposes.

2. The Corporation for Public Broadcasting should *recognize and support the principle of cultural pluralism,* which is rooted in our common concerns as humans as well as the differences which enhance the strength and diversity of the American people.

3. The Corporation for Public Broadcasting should *undertake activities to assist the professional development of the educators and broadcasters engaged in educational broadcasting, and encourage the application of broadcasting for the in-service education of teachers.*

4. The Corporation for Public Broadcasting should *undertake promptly certain instructional programming activities,* taking into account the legal and traditional roles of other educational agencies and institutions.

5. The Corporation for Public Broadcasting should *assure adequate attention to the strategies, materials, and other services which are critical to effective use of educational programming.*

6. The Corporation for Public Broadcasting should actively *develop the educational programming applications of related technologies,* in order to meet the educational needs of people at all age levels.

7. The Corporation for Public Broadcasting should, through its own operations and through support of others' work, *assure an effective program of research, evaluation, and demonstration* regarding educational applications of public broadcasting and related technologies.

8. The Corporation for Public Broadcasting should *facilitate the development of new, more flexible patterns of rights clearance.*

9. The Corporation for Public Broadcasting should *encourage the development of the skills of aural-visual literacy* and critical listening/viewing.

10. The Corporation for Public Broadcasting should *recognize and support effective activities for promotion and community outreach* in the educational applications of broadcasting.

11. The Corporation for Public Broadcasting should *move at once to act upon these recommendations,* initially by conducting a financial analysis, determining a calendar agenda for specific actions, and assigning responsibility for developing funding. *The Advisory Council is a willing partner* in assisting implementation of the recommendations and seeking solutions to the funding problems.

A PERSPECTIVE ON PUBLIC BROADCASTING TODAY

The American systems of education and communication are probably the institutions that touch our lives most commonly, most pervasively, and most profoundly. In these days of virtually universal public education, and with radio and television sets in use several hours a day in almost every home, it is hard to imagine two forces more important in the daily life of the Republic.

Since both deal with information and ideas—the world of the mind—one would conclude that the systems of education and communication are also important to one another. Curiously, their relationship generally has been superficial and mutually unsatisfactory. Responsible persons on both sides have recognized the educational implications of modern communication, and indeed education has been an aspect of broadcasting since America's first radio station, 9XM (now WHA) at the University of Wisconsin in Madison, went on the air more than half a century ago. Nevertheless, and with notable exceptions notwithstanding, education and communication have had a wary, uncomfortable relationship as superpowers of the twentieth century.

Now there is a growing recognition that it's time to get together. No one who reads the Public Broadcasting Act of 1967, and even more particularly its legislative history, can doubt that education was a major motivation when Congress established the Corporation for Public Broadcasting and set a course for long-term support of public telecommunication services. Early in its career CPB began to examine its future with regard to education, and a number of specific programs have been supported successfully, but *a basic point of view, a perspective which could guide an agenda of action items,* has not been developed.

Such an agenda is the intended result of this study. The recommendations do not seek basic changes in the structure of education or public broadcasting; it's easy to attempt to solve problems by proposing to overthrow present reality, but it's more useful to work toward a responsible evolution of what we have.

The Context: Education in a Changing Society. The structure, composition, and expectations of American society are all in a state of rapid change, and these changes are so fundamental that they affect education profoundly. Traditionally, education could be understood as a reasonable extension of the American family, and the American family was defined for practical purposes in white, middle-class, agrarian-heritage terms. Today's middle-aged white Ameri-

can can identify it from mottoes and homilies remembered from childhood: a woman's place is in the home; children should be seen and not heard; be fruitful and multiply; honor thy father and thy mother; a man's home is his castle; and so on.

All of these familiar reference points have been challenged in recent years. Women continue to achieve social equality and are pursuing various options about how they will choose to live their lives. It has been estimated that women already comprise well over 40 percent of the labor force.* A great list of implications could be compiled: increased need for day-care facilities, more specialized curricula for women, and an urgent recognition of the choices that are or ought to be open to women, each involving decisions about when or whether to have children and the nature of a woman's day-to-day relationship to her children.

The divorce rate is rising, and the attitude toward divorce is changing. Many children are raised by one parent, and single persons of both sexes are adopting children.

There have been changes in the status of minority groups, including a broadening of the options available for careers, housing, and education. That change should continue and accelerate in the years ahead.

The American population is restless, and modern communication, transportation, and business patterns seem to make it ever more so. The extended family, with all the reinforcements it offers to its members, is more fragmented than ever. The individual is necessarily more independent, and while independence is a prized American trait, its counterparts are loneliness and isolation.

The American birth rate is now approximately at the level of zero population growth, so the average age of the population will increase. With growing interest in lifelong learning, and with more leisure time, the change in the birth rate would seem to broaden the scope of education. But simultaneously, decreasing school enrollments can bring other stresses.

The Contemporary Student. Today's student is pushing at the boundaries of traditional education in virtually every direction. For example, students are becoming both younger and older. In a country which does not universally require kindergarten, publicly operated nursery schools are teaching three-year-olds. Those concerned with early childhood education are now recognizing the importance of constructive influences from—or even before—birth. At the same time, students are getting older, with increasing emphasis on continuing education for professionals and para-professionals, vocational education for adults of all age levels, and a burgeoning interest in informal education covering a bewildering variety of subjects. Cradle to grave education is upon us.

The student is also more independent. Family ties are less rigid, and a high proportion of college students are, for practical purposes, adults responsible for their own affairs. Students at all educational levels are more concerned with

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* *"Women: A Demographic Social and Economic Presentation of Women in the Labor Force." National Industrial Conference Board, 1973.*

participating in decisions that affect them. College is not seen automatically as a continuous four-year process; students come and go, gradually sharpening their own goals, perhaps never declaring their college experience to be at an end.

One consequence of universal education, particularly in a world of specialized skills, is that public education is seen as a personal resource which should be ready to provide particular services needed at particular times throughout one's life. That system is now used in a great many ways. It equips people to acquire and update occupational licenses and credentials. It teaches about sea shells and income taxes. It teaches very young children about themselves and their world, and it teaches the parents of these children about their offspring.

Elementary-secondary education is, on the one hand, becoming more participative for children, parents, teachers, and the communities at large; and on the other, a recent survey by the National Education Association lists parental apathy and student indifference as the top problems reported by teachers.

Elementary and secondary education, which has made substantial headway in individualizing the process of instruction, wishes to advance further in that area and recognizes that technology is necessary for its success. Similarly there is growing interest in alternative education opportunities, including storefront schools, schools without walls, off-campus courses for credit, and concentrated mini-courses.

There is an urgent need, recognized particularly in elementary-secondary education, to keep up with the rapid expansion of knowledge itself. Sometimes new knowledge changes the educational fundamentals and sometimes it changes a youngster's working context: how many books were obsolete on the day of the first moon landing? Radio and television can help.

Many persons handicapped by physical or emotional disabilities are being reached by education for the first time. Broadcasting is in a unique position to help serve these people.

Education at all levels is seriously attempting to cope with the realities of a multicultural society. The concept of the melting pot, which had the effect of attempting to melt everybody into a white middle-class mold, is giving way to an approach which recognizes—or at least earnestly tries to recognize—the diversity which is fundamental to the American society.

All these factors, combined with a broadened world view made possible in our society by modern communication, have made education increasingly diverse and eclectic. We yearn for simplicity but become more complex. In a culture accustomed to learning facts we need instead access to facts and the intellectual power to integrate them.

Potentially at least, today's student is everybody, and today's curricula are almost as broad as the interests of that student body.

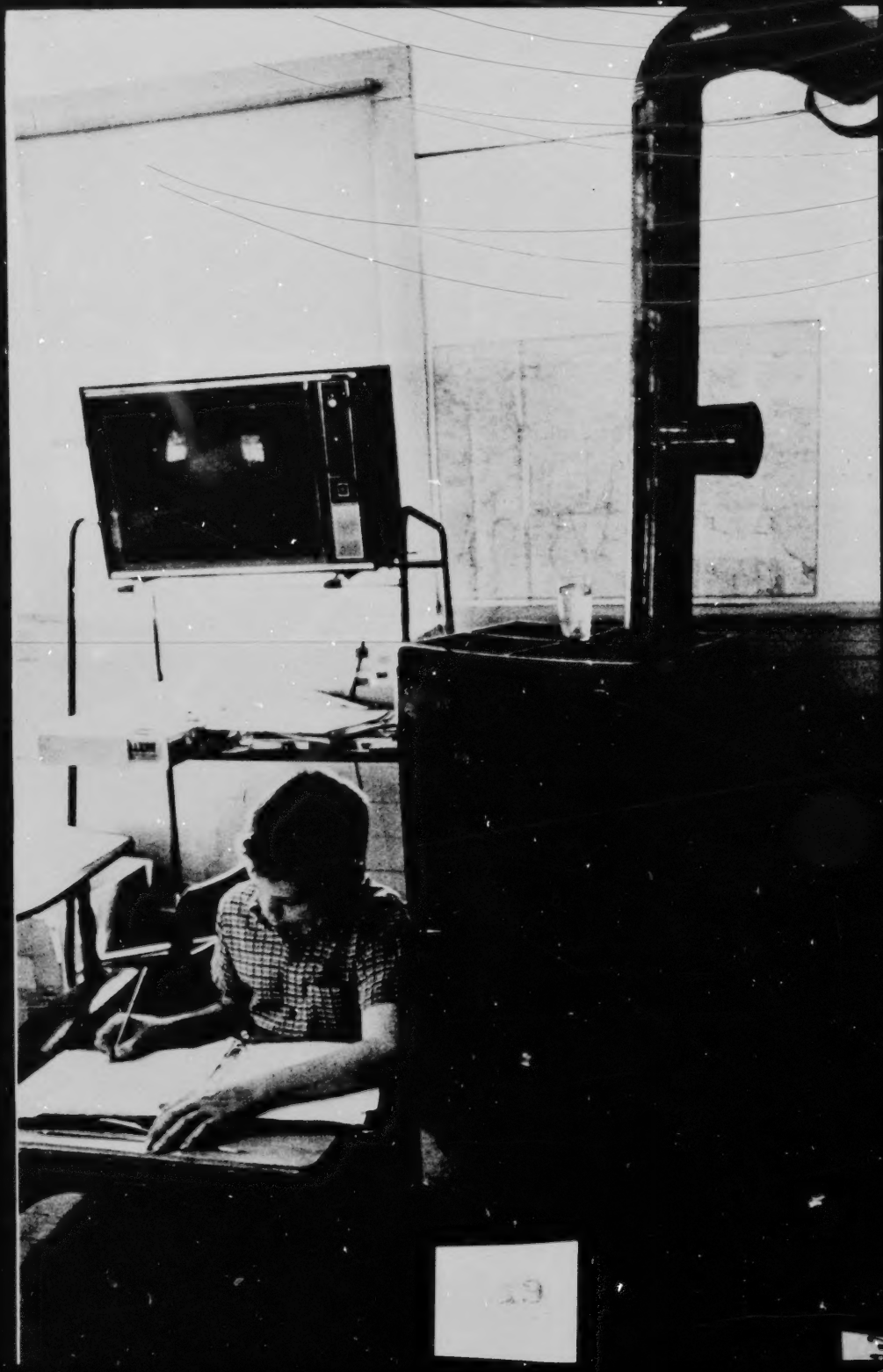
Good-bye to the Little Red Schoolhouse. As one surveys the situation described above, one thought that comes to mind is that the "delivery system" for the future may be more like the county agent than the little red schoolhouse or the ivy-covered halls.

In the past, education's clienteles tended to be in identifiable groups, most of whom could go by foot or school bus to the place of their formal education. Extension education was seen as something of a sturdy stepchild in academe. Little children were not involved in the system. The handicapped or homebound were barely taken into account. When the citizen thought "Education," he thought of the schoolhouse or the college campus.

Think of the discontinuity between yesterday's school/campus model and today's student who could or should be almost anyone, anywhere. Groups that have been touched less by education in the past—racial minorities, the poor, the geographically isolated—stand every chance of falling farther behind if they cannot be reached by the educational system. Furthermore, that system must be built to accommodate the full range of student accomplishments and capacities, providing encouragement for each individual to seize a genuine opportunity and make the most of it.

Informal instruction, conducted by a wide range of community groups, is an important part of education today.

In communicating with people, whether they are small children, elementary-secondary students, college students, or adults with their multitude of interests and requirements, broadcasting is a common denominator. The functionally illiterate and the post-doctoral student both understand the grammar of television. Both turn to radio for information and entertainment. Both are accustomed to having ideas and objects explained on the screen, whether the



purpose of the message is education per se or a product commercial. The grammar of aural and visual communication has been learned. As media of communication, radio and television are ubiquitous, familiar, flexible, and effective. They are Everyman's entertainment and information media. Very few people go through a day without learning something, sometimes important, sometimes trivial, via the speaker and the screen.

In the classroom or at home, radio and television are powerful instruments of education, and therefore their proper application is imperative.

Education's Structure of Responsibility. Education in the United States is not a national enterprise. Although the federal government and many national organizations have important responsibilities and concerns, the central responsibilities concerning curricula, student requirements, and teacher certification lie with states, counties, and local districts for public education through high school. In higher education these decisions are often made within individual institutions. Local control has been a byword from the beginning. The notion of a national curriculum is anathema.

Within instructional broadcasting, the decision-making patterns have followed education's decentralized structure. In the early days of instructional television a high percentage of classroom programs were produced locally, on the premise that each local curriculum is unique. When it was realized that certain materials could be usefully exchanged, and the instructional television libraries were subsequently developed, the decision-making patterns remained. Programs are almost universally chosen by local curriculum committees, with the local station providing contract services for transmission and, when necessary, production.

The two large instructional television libraries, National Instructional Television and the Great Plains National Instructional Television Library, lease their programs to individual educational entities in most cases, although their most-used programs are on most PTV stations throughout the country.

National Instructional Television is now related to a new organization, the Agency for Instructional Television, which is a consortium of chief state school officers, including some from Canadian provinces. The idea is to bring together the largest responsible units to make decisions about common requirements. Edwin G. Cohen, the Executive Director of NIT and AIT, believes that funding should follow decision-making responsibilities, and he expresses reservations about national support for AIT projects.

Nevertheless, nationally supported programs are regularly used in schools. These include "The Electric Company," "Carrascolendas," and "Villa Allegre," all of which have made use of CPB or HEW funds. However, throughout the ACNO Education Study, one of the most delicate issues was one of the oldest: the involvement of a national organization—in this case, CPB—in the instructional process of local schools and universities. A number of specific recommendations deal with this matter.

Within this general issue, the question of academic credit is a special consideration. By law and custom, the awarding of college credit has been the responsibility of collegiate institutions authorized to grant certificates and de-

grees. Although in recent years a number of organizations have developed programs to evaluate unconventional learning and *recommend* credit for it, the *award* of credit is a function of the collegiate institutions. All non-collegiate agencies which participate in the instructional process must therefore play roles which complement the central role of the institution. This consideration applies to CPB and its associated organizations as well as to publishers and others who form part of the course delivery system. A practical example of the interrelationship involves Jacob Bronowski's series "The Ascent of Man," which was produced in Britain and acquired for transmission by PBS. Most of those who see it will tune in for the pleasure of the program itself. Some will buy the accompanying book. A large number of others, however, will see the programs in an academic context. Miami-Dade Community College has developed a set of materials that incorporate the programs into a community college course. The University of California at San Diego has undertaken the same task for upper division instruction. During the first Public Broadcasting Service use of the series, some 250 colleges enrolled over 23,000 students. Colleges and universities throughout the country can use programs produced in Britain and transmitted via PBS, plus materials developed in Miami or San Diego, and build courses for which credit can be awarded by individual institutions. Still other materials assist the use of the programs in secondary schools; over 30,000 printed guides have been distributed to high school teachers.

The lesson, then, is not that public broadcasting should shy away from national service to instruction, but that the service must be uniquely national in character, and it must be rendered with full recognition that in education the basic decisions are, by tradition and by law, close to home.

Roles of the Corporation for Public Broadcasting. The Corporation for Public Broadcasting is a unique American institution. It is a creation of the Congress, and its directors are appointed by the President, but it is not an agency of government. It is responsible for the largest single fund available for support of public broadcasting, but its options in disbursing that support are limited. It can recommend policy to the system, but can seldom insist upon it. The strength of the Corporation lies in its central position. While delegating most operating functions to others, CPB remains a common reference point.

It is this role which is critical to CPB in the field of education. In the course of the study, the role of the Corporation was often characterized as that of a broker, bringing the appropriate parties together for the benefit of all. It is well recognized that, at least in the near future, CPB cannot from its appropriation invest the amounts required for the full development of public broadcasting's potential in education, but the Corporation's central position equips it ideally to generate action and to encourage support from other appropriate quarters.

It is recognized that in implementing these recommendations CPB will need close rapport with the other agencies most concerned with public broadcasting: the Public Broadcasting Service, National Public Radio, the Association of Public Radio Stations, the regional networks, and the individual stations. ACNO has sought to involve representatives of these organizations throughout

the study and has been heartened by their participation and creative contributions. Similarly, many elements of the education community have been involved, ranging from leaders of national associations to individual local teachers and administrators. Their enthusiasm for the use of public broadcasting in education cannot be doubted, and they have an impressive understanding both of its problems and its potentials.

Working alone, neither the Corporation for Public Broadcasting nor any other single organization could effect any of the following recommendations. Working with others, however, CPB is in a unique position to advance them all, the result of which would be a major advance in public broadcasting and American education.

THE RECOMMENDATIONS

In all its simplicity and complexity, the fundamental objective is to develop the natural relationship between broadcasting and education.

There is no single magic key that will unlock the secret for success in that effort. A broad program, no element of which is entirely new, is the prescription.

Furthermore, the recommendations which follow are intended to recognize the realities of the day and the fact that attention to education is an evolving, long-term commitment. A complete response to all of the recommendations would require a very large investment, and over the long run that investment should be made. However, a responsible and constructive beginning should be possible within the Corporation's present means, with full recognition of its ongoing commitments.

ACNO recognizes that public broadcasting must be seen whole, with instruction as one of its parts. In order to realize its potential for instruction, public broadcasting must, for example, have a broad and continuing base of support for station facilities and basic operations.

The recommendations which follow are based on the work of the four ACNO Education Study Task Forces, although this final report does not propose all the task force recommendations. The complete statement of each task force's conclusions and recommendations will be found in its individual report.

The first two recommendations are broad statements of principle which also underlie many of the others; the subsequent recommendations address individual issues.

1. The Corporation for Public Broadcasting should intensify its efforts to bridge the traditional chasm between broadcasting and education, building a working partnership to serve their common purposes.

For many years education and broadcasting have shared a general, sometimes wary belief that they might be made for each other, but the obstacles to union have seemed virtually insurmountable. One of the major themes of the ACNO Education Study was that of bridge-building between the two institutions.

Part of the historical difficulty is simply that there has not been an

entity able to represent the whole of public broadcasting authoritatively at the national level. The National Association of Educational Broadcasters long has been actively interested, and NAEB has achieved notable successes in stimulating activity between public broadcasting and education, but the Association is equipped neither by resources nor mandate to be the spearhead in this effort. Constructive work has also been done by numerous other organizations of public broadcasting, but none has occupied the central position that is unique to CPB.

With the establishment of its own education office, the Corporation is equipped to initiate and maintain a vigorous program of liaison, consultation, and involvement among the interested elements of public broadcasting and the national education community.

In undertaking this process, the Corporation should avoid the familiar ploy of establishing a single education advisory committee, which inevitably would have too broad a membership and too amorphous an agenda. Rather, *CPB should establish a set of task-oriented groups,*[1] each able to deal with specific issues and specific areas of education. Such groups could help initiate a given activity and concentrate on that function until either the task or the group was no longer needed. In establishing such groups, the Corporation would be building an invaluable cadre of informed, involved allies, and not merely a set of representatives programmed to give their agencies' current responses on request.

A major function of CPB's liaison activity should be to maintain contact with Congress, the Department of Health, Education, and Welfare, other public and private agencies, and the national organizations in education in order to evolve continually a set of priorities that take into account the potentials of public broadcasting in relation to education. In some areas where it could do the most, public broadcasting is hardly a part of education's consciousness.

In addition to involving representative academic and broadcasting agencies, *CPB should take the initiative in bringing together publishers, librarians, and others*[2] *who should eventually be involved. The goal is to identify a variety of coordinating mechanisms* that ensure the teamwork necessary to prepare and deliver good programs and solid course material.

In furthering its role as a key liaison point for education and public broadcasting, *the Corporation should foster the development and operation of a clearinghouse or library to distribute and exchange information about broadcasting's application in education,*[3] including specific courses, materials, and techniques. It is probably not necessary that CPB itself launch from scratch another major in-house service, since parts of the job have been undertaken by others. However, there is not a single, broad-gauge reliable source available broadly and commonly to the communities of education and public broadcasting, and such a center could serve an exceptionally useful purpose as a focus for information and a ready resource for all.

In bridging the gap between education and broadcasting, then, CPB has a wide range of options with regard to its own advisory structures; its chosen information sources; research and evaluation; certain legal areas; and in the development of a clearinghouse of ideas, materials, and experiences. Another area for examination is the Corporation's grant policy. As it looks to the support

of specific instructional efforts, the *Corporation should make use of "partnership" grants to be awarded to public broadcasting licensees pursuant to proposals made cooperatively with local educational agencies.*[4] In many such cases, the funding source should also be joint: perhaps partnership grants jointly awarded by CPB and an agency such as HEW or one of the national endowments.

This matter of bringing together the resources and potentials of public broadcasting and education is of greatest urgency, and the discussion does not end with this recommendation. Much of what follows will also address this fundamental problem.

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2. The Corporation for Public Broadcasting should recognize and support the principle of cultural pluralism, which is rooted in our common concerns as humans as well as the differences which enhance the strength and diversity of the American people.

The Elementary-Secondary Task Force headed one section of its report "Cultural Diversity: An Educational Challenge for Public Broadcasting." That might have been a motto for many of the proceedings of the four groups.

Cultural pluralism is not to be equated with racial, cultural, or economic separatism. Rather, it is a simple recognition that our differences as well as our similarities are important to us. We concentrate on those things which are common to us all as humankind, and we acknowledge those things which make us individuals and members of cultural groups.

For example, bilingual and multicultural program services are important not only for the minority involved, but for the majority as well.

Cultural pluralism suggests that our similarities as human beings are more fundamental than any differences we may have, and that we would be infinitely richer if we cultivated an appreciation of both.

The Corporation for Public Broadcasting can perform a critical function in presenting, through public television and radio, this rich pluralism of the American experience. Television and radio are uniquely able to depict our nation as a collection of cultural elements rather than as a homogeneous melting pot. It is important to note that in considering the diversity of cultures in the United States, television and radio should recognize not only Afro-Americans and Hispanic Americans but Asian-Americans, Native Americans, the Pennsylvania Dutch, the Franco-Americans of the Northeast, the Poles, the Jews, and many others. Public broadcasting can help sensitize Americans to the important contributions of each of these groups to American life.

Rather than simply defining some of the educational and social problems of these groups, emphasis should be placed on the strengths and positive aspects of America's cultural groups. Better understanding could be achieved through programs featuring their contributions in arts, music, crafts, language, literature, politics, and other areas. An appreciation of the strength of our plural nature which encourages pride in each other's culture will yield a more positive result than the present state of mere co-existence.

Public broadcasting has a clear responsibility, opportunity, and capacity to serve specific needs of ethnic minorities in this country and at the same time

enrich the cultural backgrounds of all Americans through programs designed to develop awareness and appreciation of the differences of the multicultural groups who comprise important parts of the national population.[5] The primary objective is that public broadcasting contribute to and reflect a national pride, sensitivity, and understanding of the diverse cultural elements of American life.

Programs reflecting this diversity can and should be directed to Americans of all ages. As the Task Force on Early Childhood Education urged, "These programs could contribute substantially to the extension of the child's community beyond the bounds of family and neighborhood, thus supplanting the inadequacies of organized educational efforts and institutions in this regard."

Nor should the multicultural point of view be restricted to programming decisions. In spite of progress to date, we still need a better racial, cultural, and sexual balance in staffing and in the creative processes of public broadcasting. *The Corporation should pursue active programs of recruiting and training for the professional corps of public broadcasting.*[6]

An extension of the multicultural idea would be the avoidance of economic and occupational stereotypes. Public broadcasting must be certain that its work encourages solutions, not further problems.

None of this concern should imply any limitation on the subject matter of public broadcasting. On the contrary, the Corporation's relation to education should include the broadest possible range of educational activities, encompassing the intellectual, artistic, cultural, personal, social, and civic concerns of each person as an individual and in society.

Like the first recommendation, this one has implications for most of the others. Cultural pluralism might be reflected in broadcast programs or training activities or staff recruiting, but it begins as a point of view about the nature of the American society and respect for one's fellow citizens.

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3. The Corporation for Public Broadcasting should undertake activities to assist professional development of the educators and broadcasters engaged in educational broadcasting and encourage the application of broadcasting for the in-service education of teachers.

How can teachers, professors, course designers, administrators, producers, and broadcasters do a better job of improving instruction? If radio and television are to be used for education, how can they be used most effectively? How can these individual professionals, using radio and television, best serve individual students?

Specific recommendations take several forms:

- use of broadcasting to facilitate the on-going in-service education of teachers, particularly with programming by and for the teachers themselves;[7]
- instruction of teachers or would-be teachers about educational uses of broadcasting;[8]
- instruction of media personnel in the improvement of the design, development, and delivery of course material;[9]
- activities related specifically to improvement of the ways programs are used in education;[10]
- fellowships in education for experienced broadcast personnel.[11]

In the ACNO Education Study, consideration of professional development took two broad forms. One of the task forces had teacher education as part of its purview; all of the task forces were interested in questions of training and the upgrading of personnel.

A. Teacher Education. While it may appear that teacher education is beyond the realm of the Corporation for Public Broadcasting, increasing the competence of teachers in the use of instructional broadcasting is an inescapable part of improving its use.

While teacher education is not a direct responsibility of CPB, *the Corporation should facilitate teacher education activities in cooperation with other agencies (a) to help teachers understand, accept, and use instructional media pro-*

ductively as teaching tools and (b) to help teachers improve and update their general teaching competencies by means of programs designed for this purpose by colleges of education, by school districts, or by teachers themselves.[12]

In assuming shared responsibilities in this field, CPB should be guided by six criteria as it considers any service:

1. It should be of high potential educational value.
2. It should not be a service now provided by other agencies.
3. It should be undertaken in concert with other education agencies and organizations.
4. It should involve an educational service that can be realistically accomplished by using media and the resources available to CPB.
5. It should reflect current educational trends.
6. It should be capable of systematic evaluation.

Local in-service education could be helped substantially—in some cases virtually revolutionized—by using public radio and television stations as bases for teaching centers. *It is recommended that CPB provide grants to stations, on a pilot basis, for proposals submitted jointly by a consortium of the station and the local school district or districts to activate teacher-centered teaching centers which utilize local television and radio facilities.*[13] More specifically, support should be given to local stations which will work in cooperation with local and regional teacher groups and other school personnel to use the station facilities as teacher centers of the air. The emphasis of this proposal is on practicing teachers determining the content of their professional development. Such a media-based teacher center frees and expands the idea of a teacher center into a concept rather than merely a place. The concept of a user-developed, user-produced, user-evaluated airborne teacher center would be a unique experiment for public broadcasting.

The Corporation should also foster a wide range of workshops, training sessions, and the production of tapes and films which would provide assistance to teachers in understanding and using radio and television in education or to help them to improve their techniques of instruction in other ways.[14] The Educational Broadcasting Institutes of the NAEB should be considered as a possible base for some of these activities.

B. Teachers for Non-Formal Education. In addition to helping teachers in the formal educational system, the Corporation should include services for the thousands of Americans who are teachers in such non-formal—but nevertheless important—activities as youth organizations, industry, labor, and other community groups.

The training opportunities which have been proposed for other groups of educators are equally applicable to those who serve outside the formal educational system.

C. Other Professional Development. The classroom teacher is the key to proper use of instructional broadcasting, but many other specialists are involved, and their training is critical to the production and delivery of high-quality material.

When broadcasting is applied to education, the production problem is multiplied. The material that is made available to students—regardless of the medium—should be produced in order to accomplish stated educational objectives, and there should be a way to determine its success. This means an amalgam of broadcasting production technique, learning theory, and educational research design in every program. The program, in turn, must fit an overall pattern and mesh with other material. As the Children's Television Workshop discovered at the outset, the most skillful producers need some reorientation to make that adjustment. The production of successful educational material is a specialty within a set of related specialties. Training in course design, production, delivery, and research are all needed.

The Corporation should consider particularly the following specific ways of responding to this need:

1. *Require that each proposal for support of an academic course include provision for training where appropriate.*[15]
2. *Finance projects for training (e.g. workshops, internships) by organizations and academic agencies representing station and institutional interests.*[16] CPB itself is not seen as a training institution.
3. *Establish fellowships in education for experienced broadcasting personnel,*[17] in order that they might learn the needs of education and how broadcasting can be instrumental in meeting these needs. Such fellowships could be applied at all levels of education; the idea arose from within the Task Force on Early Childhood Education. It is also observed that there would be reciprocal benefits for the fellow and the fellow's new colleagues in education.
4. *The Corporation should make a particular effort to involve women and members of minority groups in these professional development programs.*[18]

In a discussion of professional training, one particular category of station employee should receive special mention. This is the person, commonly called an instructional program coordinator or utilization specialist, who is responsible for working with teachers in order to encourage the best possible use of the broadcast program and its related material. If there were even one well-trained utilization specialist in every public television station, the value of the instructional television service would rise markedly and immediately.

4. The Corporation for Public Broadcasting should undertake promptly certain instructional programming activities, taking into account the legal and traditional roles of other educational agencies and institutions.

It was observed earlier that public education in the United States is primarily the responsibility of states, counties, local school districts, or individual institutions of higher learning. While there are national responsibilities, matters of curriculum particularly are the domain of state and local units. It is important to recognize that although the Corporation can make unique contributions to instruction, the basic decision-making starts close to home. Because of the struc-

ture of education itself, the problem is somewhat different at each level of education.

Early Childhood Education. The education of young children is very close to the family unit. As a practical matter, much early childhood education takes place in the home. Other aspects of it are directed toward the home, including the education of adults in handling their roles as parents. In some ways early childhood education is most like adult education: sometimes it takes place at home, sometimes at school, sometimes in a variety of institutional settings.

With an increasing number of day-care centers there are new patterns of support and governance. There is a growing number of centers supported by governmental agencies, by schools, by parent cooperatives, by industries, by unions, and by business franchises, among others.

Early childhood education is the scene of public television's greatest national successes, primarily with two markedly different programs. The first was "Mister Rogers' Neighborhood," in which Fred Rogers concentrates on the emotional development of the child as a whole person. Then came "Sesame Street," which has as a primary objective instruction in letters and numbers.

Looking to the future, *CPB should encourage the development and adequate funding of programs based on diverse approaches to the education of young children, keeping a healthy balance among these approaches.*[19]

Furthermore, *it is necessary to press for diversity in the development, production, and scheduling of programs because early childhood covers a wide span of years, a wide diversity of needs and interests, and a wide expanse of developmental areas: physical, emotional, social, and intellectual.*[20]

The Corporation should also encourage the development of programs for parents and potential parents.[21] In importance and effect, no work is more fundamental than that of a parent, but it is seldom considered as a subject for personal learning.

There is a lot of work for public broadcasting to do in the area of early childhood education, in spite of its present successes. In undertaking this work, the national public broadcasting organizations have an extremely diverse constituency of local decision-makers, and an even more diverse constituency of young viewers.

Elementary-Secondary Education and Teacher Education. Decision-making for instructional broadcasting, like elementary-secondary education itself, is basically local. With adequate funding, however, *the Corporation could —and should—support and encourage local educational partnerships by responding to proposals for local service that may have national implications.*[22] Such proposals should represent the joint efforts of local education and public broadcasting agencies, thus fostering the principle of bridge-building, which was the subject of recommendation number one.

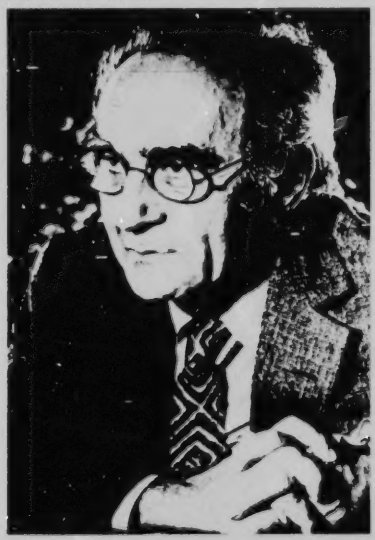
In considering national programming, CPB should take into account the following criteria:[23] *Programs should:*

1. *Fulfill unmet needs;*
2. *Have national application and relate to national educational priorities;*

3. *Require a pooling of resources: financial, human, and material;*
4. *Require national and/or international resources unavailable at local levels.*

In addition to encouraging the development of programming directly, *CPB should participate in the development of a PBS "Instructional Program Cooperative,"*[24] which could provide an instructional service parallel to the Station Program Cooperative already in existence for other program types. Such an idea would, of course, require further examination with the constituency of PBS itself, but if such a service is deemed appropriate by the stations, it would provide a basis for national development of programming which is strongly rooted in local educational decisions. National funding could be devoted to an Instructional Program Cooperative without many of the national curriculum control problems which might accompany other national support methods.

A large number of program-related ideas, and specific suggestions for future programming, received from hundreds of students, teachers, and administrators throughout the country, are found in the Report of the Task Force on Elementary-Secondary Education and Teacher Education.



Post-Secondary Formal Education. Like elementary-secondary education, collegiate education has well-defined decision-making patterns which tend to de-emphasize national programming for credit instruction. True, a large number of colleges and universities are offering credit for courses based on "The Ascent of Man," but traditional collegiate instruction has been aggressively local through most of its history. Geographically, the individual campus is where instruction takes place. By tradition, degrees are awarded only to those students who appear on that campus. Recently, however, credit instruction has been given off campus in nearby regions or statewide, and credits (sometimes even degrees) have been awarded to students who seldom or never see the central campus. Following achievements in the development of common national evaluation processes for

colleges (e.g. College Level Examination Program (CLEP), the Servicemen's Opportunity College, or the Commission on Accreditation for Service Experience (CASE) recommendations), a few efforts are now underway to expand common programs of instruction to other regions and the nation as a whole. In fact, some aspects of instruction have been national and international for a long time, notably the part that depends on books. Correspondence courses and, more recently, film, filmstrips, and cassettes are also part of this universal component. The recommendations of the Task Force on Post-Secondary Formal Education had the effect of suggesting a role for CPB in expanding some of the initially local instructional efforts of colleges and universities to a regional and national basis.

Specifically, the Corporation should foster cooperative relationships among post-secondary institutions and broadcast organizations at the international, national, regional, state, and local level for the mutual development of courses.[25] Consortia and ad hoc groups of institutions have begun to develop already, and these should be encouraged. *A particular emphasis of CPB should be in the development of processes to ascertain curriculum needs.*[26]

This emphasis on cooperation and structure should not cloud the fact that *CPB should support the production of course materials, including television and radio programs, related print materials, audio and video cassettes, and the support material that is so important to effective use of the course.*[27]

Adult Education. Adult education is a growing and extremely diverse enterprise in American education.* How is it possible to provide a public broadcasting service with some assurance that the right choices are being made from among the bewildering variety of possibilities? The Task Force on Adult Education concentrated its work on that question. It developed a set of basic criteria and the concept for a national/local cooperative planning and utilization system.

The criteria are intended to recognize both the desirability of using public broadcasting in adult education and the fact that these media can't possibly serve the educational needs of all adult groups. A practical approach evolved, taking into account size of audience, urgency of need, public interest, cost-benefit ratio, and potential for multi-media and multi-audience presentation. *The proposed criteria for project selection are as follows:*[28]

1. *Will it serve a sufficient number of people to be economically feasible?*
2. *Will it be capable of multi-level audience utilization with the addition of appropriate learning situations?*
3. *Will it serve a compelling public interest?*
4. *Will it be an appropriate use of public broadcasting?*
5. *Will it have potential for repeat utilization over a reasonably long period of time?*

These criteria do not offer objective standards by which to judge ideas and proposals, but they emphasize those elements which seem most important to increasing the likelihood of success in terms of satisfying adult education needs in the United States.

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* *A working definition of adult education is included in the Appendices.*

The National/Local Cooperative Planning and Utilization System proposed by the Task Force on Adult Education is based on a set of relationships involving those actively engaged in adult education, local public broadcasting stations, and the national public broadcasting structure, focused on CPB.

In many areas stations already have relationships with councils or committees or groups of institutions interested in adult education. These are potentially very useful to the task of rendering effective educational service to adults, and so a key recommendation of the task force was that *CPB should encourage organization of local "Adult Education Broadcasting Councils" in areas where adequate advisory mechanisms involving local adult education user organizations and institutions do not exist.*[29]

The extensive use of broadcast materials requires integral participation by all groups who may be organizing the learning situations. Membership in the councils, therefore, should be as broad as possible.

These local Adult Education Broadcasting Councils should be used nationally to generate programming priorities based upon inputs from local and national sources.[30] A two-directional process is envisioned. First, local councils would feed to CPB the adult education priorities which they have identified. Second, CPB would feed to the local councils program ideas that have evolved through other local, state, regional, and national mechanisms such as state and national advisory councils, national conferences of producer and user groups, and federally-funded programs for elements of the general public. All of these ideas would be fed into the system for evaluation by local user institutions and organizations in concert with the local stations.

Although the primary goal of that process is to identify programming priorities of national scope, the system will also bring to the surface priorities best treated on a local or regional level. *CPB should consider ways of encouraging regional networks and local groups to develop programming to meet these needs.*[31]

Once programming priorities are determined, CPB should make a final selection of a project area and invite proposals[32] from educational institutions and organizations, working through a local station or system-related production agency.

The Corporation should then make a planning and/or pilot program grant for projects to be undertaken.

This cooperative national-local system should also be used to evaluate the results of the planning or pilot period.

Once that development period is complete, the Corporation should also take the lead in seeking funds for a promising project's full implementation.[33] It is recognized that this cannot be the sole responsibility of CPB, just as it is recognized that the Corporation's own funds cannot carry the full load of these recommendations. The Corporation can, however, exert a positive catalytic effort to enlist support, particularly after it has borne the cost of development and piloting.

The Adult Education Task Force model is presented fully in the Task Force Report. The report also includes related requirements for preparation of non-broadcast materials, rights to use material in non-broadcast media, and other pertinent matters.

Summary of the Programming Question. The task forces, each from its own perspective, recognized that given the structure of education in the United States, there are certain anomalies in the concept of a national instructional programming service. Each, however, recognized that there are educational requirements which can be met most effectively from the national level. The trick is to assure that the national priorities are based on the local experience, and that public broadcasting does not dilute the time-honored American principle of local control as it renders a national service for instruction.

The value of a national-level service rests on its access to resources. Sometimes that means the availability of funds that could not be applied to a project unless it would serve many people. Sometimes it means materials that are national or international in scope. A particular interest, for example, involves the availability of material from other countries, and the other side of that coin is the ability to show the American material to students elsewhere in the world.

In general, the purport of the programming recommendations is to recognize that the Corporation's programming role emphasizes program development, piloting, and agenda-setting.

5. The Corporation for Public Broadcasting should assure adequate attention to the strategies, materials, and other services which are critical to effective use of educational programming.

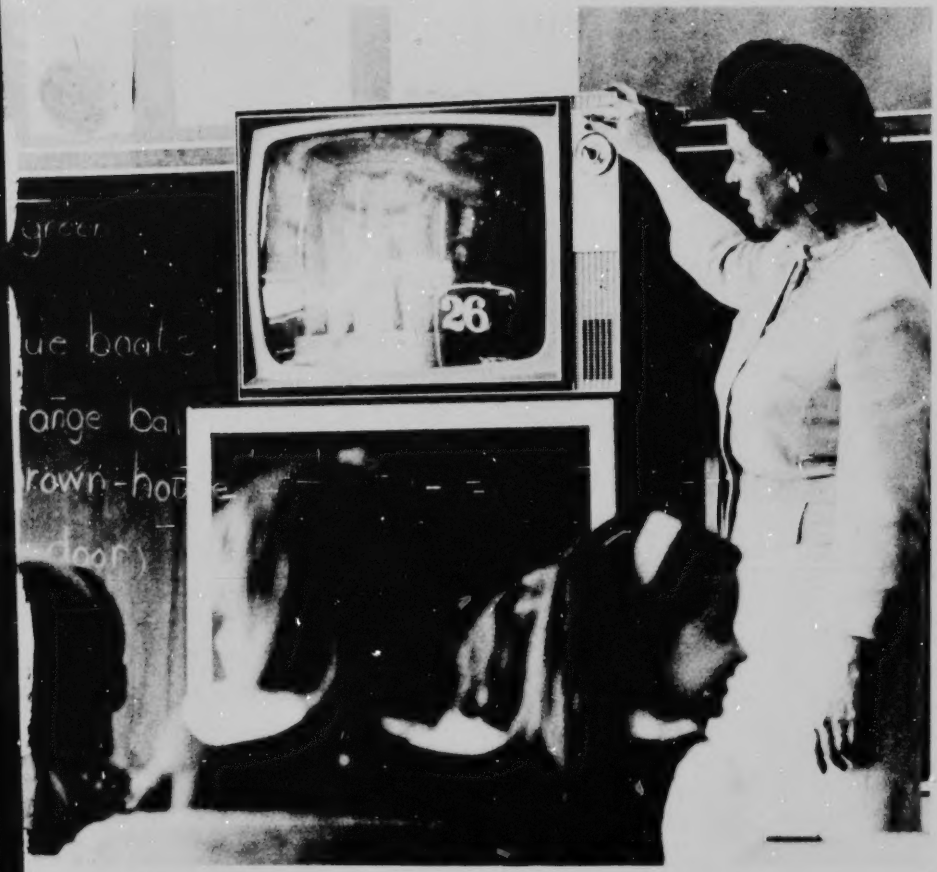
When a broadcast program is used as part of an organized instructional process, it exists within a context of other materials and experiences. The better it fits the instructional process, the better it works. Making the program fit—helping to build its context—is the purpose of utilization.

Proper use of instructional broadcasting requires more than a willingness to flick the switch. During the past decade, emphasis has been on the improvement of production. Too little time, talent, and money have been invested in the orientation of teachers and other educators to what is available on instructional television and radio and how programs can be used effectively.

The assumption has been made that if the program is well produced, teachers will turn it on and students will learn from it. Unhappily, mere exposure does not guarantee learning. Responsible teachers will see that their planning is implemented with purposeful activity, involving students actively before and after the broadcast lesson in order to realize specific learning objectives. However, teachers need assistance, additional materials, and a system of program alerts, in order to acquire and use these skills and insights.

The Corporation should facilitate, with financial assistance from USOE or other appropriate sources, the collection and dissemination of successful regional, state, and community utilization efforts, through electronic or print media, to serve as models for stations' ITV directors and school staff development leaders throughout the nation to improve the quality of local utilization.[34]

CPB, working with PBS, NPR, and their member stations in cooperation with local school districts and teacher organizations, should encourage workshops for teachers, administrators, board members of local schools and stations, librarians, broadcasters, and other interested citizens to generate understanding



and support of good program use.[35]

National programming projects with instructional potential should be supported with supplementary materials that will help teachers use the programs as well as possible.[36]

On the local level, several workaday steps by local stations would be helpful. Sometimes a school's own equipment—television sets and the like—can be a major impediment to good use of programs; technical guidance from local stations would be a great help. Local stations should also be encouraged to employ and train a specialist who can help train teachers in effective use of broadcast materials, and who can provide continuing services and materials to schools in order to maintain continuous improvement in program use.

The instructional context of the program is fundamental to its use. What happens before and after the broadcast? What does the student do, read, or respond to in connection with the program? Are the ideas talked about? Are an individual's questions clarified? What is the precise purpose of the program within the curriculum? The effect of these questions should be to redefine program development and production, simultaneously broadening the task and sharp-

ening the objectives. In a sense, the production process is not complete until after the program has been used.

The question of program use is—quite properly—almost inseparable from questions of program planning, production, distribution, scheduling, and promotion. At the same time, the fact that utilization is integral sometimes makes it easy to take for granted. As with so many important things in life, "taking it for granted" is a perilous mistake.

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6. The Corporation for Public Broadcasting should actively develop the educational programming applications of related technologies, in order to meet the educational needs of people at all age levels.

Radio and television broadcasting stations, radiating programs through space for reception in homes, schools, libraries, museums, and automobiles, are important to our daily lives. If all the stations suddenly disappeared, we could reasonably expect widespread public panic. The Corporation is primarily concerned with the support of a system of these stations, which have achieved a unique position in serving many needs—including needs for education—of increasing numbers of people. There is every reason to make full use of that capacity.

On the other hand, broadcasters themselves have been quick to recognize that the effective scheduling of programming for education presents enormous difficulties, and that it is virtually impossible for over-the-air broadcasting singlehandedly to serve students' individual requirements for content and scheduling.

It is appropriate, then, to look toward an eventual system in which public broadcasting stations serve a core function but which includes the capacities of multi-channel cable, low-cost audio and video cassettes, the sub-channel capacity of FM stations, further use of the Instructional Television Fixed Service, and other mechanisms as they become feasible. Multiple networks based on satellite technology are not only possible but also likely; experimentation is already underway.

It should be noted also that developments still on the horizon, such as interactive cable systems now in the experimental stage with the support of the National Science Foundation, have great potential for education because they effect a marriage between the technologies of broadcasting and computers.

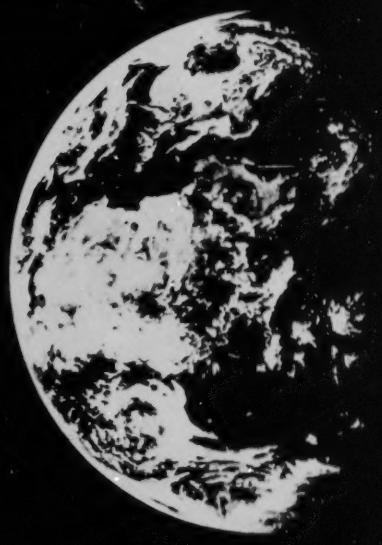
In education, these potentials have importance at all age levels. Young children, for example, can make use of programs during many more hours of the day than any station can devote to one age level. This is not to say that a given child should be exposed constantly to broadcast programs, but that it would be well to have high-quality programming available on the child's schedule. That problem is much more acute as one attempts to serve students in classrooms: it is much better to start the program when it is needed rather than at a given clock time, no matter how carefully chosen the schedule may be. Many adult education groups could make very effective use of aural and visual media, but the highly technical nature of the material or the smaller size of many potential audiences might make broadcasting unlikely for some.

Therefore, CPB should study, with appropriate agencies, ways in which alternate media distribution systems can be utilized or established where broadcast services are inadequate to meet the needs of programming for education.[37]

Combinations of media are often desirable. *CPB should serve as a catalyst, in concert with the national and regional public networks, to develop delivery systems that assist educational institutions and broadcast stations to offer credit courses more effectively.*[38] Broadcast components of the courses should be disseminated through the public broadcasting stations, while responsibility for the delivery of non-broadcast course materials should reside with educational institutions.

CPB should seek to broaden its own legislative mandate, if necessary, in order to include non-broadcast media applications such as the Instructional Television Fixed Service, cable, closed-circuit, satellites, video discs, and cassette technology.[39] Under that broad recommendation there are six subsidiary ideas:

1. Provide information on new technologies.
2. Experiment with development of cost-effective delivery.
3. Promote development of satellite communications to serve remote areas with limited or no access to public TV and radio.
4. Experiment with utilization or two-way audio-video interaction.
5. Encourage the Federal Communications Commission to expedite adoption of necessary rules regarding equal standards in UHF and VHF tuners in TV receivers.
6. Explore ways in which non-broadcasting components can be activated for the improvement of instruction.



7. The Corporation for Public Broadcasting should, through its own operations and through support of others' work, assure an effective program of research, evaluation, and demonstration regarding educational applications of public broadcasting and related technologies.

The need for research, evaluation, and demonstration embraces the evolution of the technology itself, the requirements of students, the design of course material, periodic assessments of current use and effect of instructional broadcasting, and the relationship of broadcast programs to the curriculum.

The previous section (regarding related technology) included a number of recommendations for experiments and demonstrations involving new technologies including cable, satellites, interactive capacity, cassettes and video discs, etc. Those recommendations are equally applicable here.

We face a lack of substantial reliable information on such matters as the extent of current use of broadcast programs; the effectiveness of the program service; attitudes and needs of students, teachers, administrators, and the public; expectations for the future; and similar matters. *Surveys and studies concerning these issues should be conducted cooperatively by the Corporation for Public Broadcasting, the other national public broadcasting agencies, the U.S. Office of Education, and appropriate professional organizations in education.*[40]

As valuable as research would be in several areas, CPB should also foster demonstrations, particularly in the area of program use, in order to upgrade professional practice.[41] Another sort of demonstration project should be used simply to provide operational experience and the dissemination of news about that experience, particularly in the development of new technology. The ATS-6 satellite projects, for example, can hardly be said to be profound research, but they are providing invaluable experience.

CPB should respond to the need for solid research in the design, production, and delivery of broadcast-related courses. A special area of examination should be cost-benefit considerations.[42]

Generally speaking, the behavioral research agenda should concentrate on areas which have clear applications for decision-making. There is little need to repeat the endless "Can television teach?" kind of studies, and such studies as

those dealing with perception, distraction, etc. should be cast so as to be useful in the practical world of production and transmission of education materials.

On the other hand, there is need for substantial work on our future technological requirements. Educators have yet to agree on requirements and to work for their application. *The Corporation for Public Broadcasting should have a body of policy, firmly rooted in research, regarding technological standards and requirements.*

8. The Corporation for Public Broadcasting should facilitate the development of new, more flexible patterns of rights clearance.

Basic national public television rights provide that a program may be given four plays within a three-year period. A "play" is defined as an unlimited number of transmissions by a station during a seven-day period, in accordance with the public broadcasting custom of providing repeats of many programs during the broadcast week.

By and large, stations do not have the right to make copies of the programs for further distribution or to authorize others to make such copies. They do not have the right to authorize transmission of the program by cable systems or other means, except as those systems are seen as simple extensions of the station's transmission.

It is well known that educational institutions do in fact make copies of certain programs for further instructional use, just as some make xerox copies of music scores and small publications. Pending passage of a new copyright law, which has been forthcoming for more than a decade, there has been little interest in prosecution. Passage of the law, however, is certain to bring a bumper crop of test cases.

Simply stated, proper educational usage requires that material be available when a teacher or student needs it. Ideally, then, a given program would be available on demand throughout its useful life. As a practical matter, proper program use requires that public broadcasting include the right to record certain programs off the air, the right to cassette and cable distribution, and the right to use this material any number of times during the agreed-upon life of the program.

It is recognized that these rights are not needed for all programs, but they are necessary for all programs produced specifically for education and for certain other programs that have clear instructional applications.

It is not reasonable to expect such rights always to be free, but it is important to establish a rational process for their acquisition at a reasonable cost.

The Corporation should bring together representative groups to resolve problems of clearance of programs and materials.[43]

The problem of rights clearance is of basic importance to education and public broadcasting. At present, the legal problems associated with copyright, royalties, and clearances directly and adversely affect the potential for broader and more productive use of radio and television in education. As in so many other areas, cooperative action is required involving the institutions of public broadcasting, education, creators of broadcast material, and the users of

the material. Once more the Corporation for Public Broadcasting occupies the pivotal position which makes it the natural organization to provide both leadership and a forum for all the parties concerned.

9. The Corporation for Public Broadcasting should encourage the development of the skills of aural/visual literacy and critical listening/viewing.

In urging the appropriate applications of broadcasting in education, particularly in an age when most people get most of their national and world news from television, it is important that we develop a citizenry that is literate—that is, able to understand messages and evaluate them critically—in the broadcast media as well as in print.

The growing importance of electronic media make virtually everyone a frequent consumer of electronic communications, and the development of visual/aural literacy becomes a fundamental aspect of consumer education.

At all levels of education the Corporation should work with other concerned organizations to develop programming and other educational material and to encourage classroom sessions, workshops, and informal training opportunities, leading to more perceptive and critical viewing and listening.[44]

Officially or unofficially, every medium has its own grammar and its own style. Messages are formed, transmitted, evaluated, and responded to in ways suited to the medium at hand. Radio and television are pervasive media, used daily for a bewildering variety of messages from the most trivial to the most profound. If radio and television are to be realized fully as instruments for education, and if viewers and listeners are to be literate in these media as in the print media, the need for this kind of literacy must be recognized and acted upon by public broadcasting.

10. The Corporation for Public Broadcasting should recognize and support effective activities for promotion and community outreach in the educational applications of broadcasting.

The areas of promotion and community outreach are as important in education as they are in other aspects of public broadcasting. They include the following objectives:

1. Establish within education and among the general public a favorable climate for the appropriate development and use of public broadcasting.
2. Encourage program use by a maximum number of persons from the audience group for whom the program is intended.
3. Encourage the appropriate instructional application of programs intended for general audiences.
4. Encourage regular mechanisms of public feedback to local stations and through them to the Corporation itself.

It should be noted that "promotion" in instructional broadcasting is not limited to institutional or administrative communications. Broadcasting's ed-

ucational services should be available to as many persons as possible. Furthermore, the educational potential of public broadcasting is not well understood by the general public, educators, or even by broadcasters themselves. *CPB should mount a continuing national effort to develop understanding and acceptance of instructional broadcasting among educators, broadcasters, students, and the general public.*[45] Parents of school-age children are a particularly important audience for these "promotional" efforts.

Community outreach—the development of regular two-way communications between the broadcasting station and its various publics—is becoming a professional specialty within public broadcasting. More and more public broadcasting stations and related organizations are recognizing the reciprocal benefits of a genuine continuing exchange involving the station and the elements of its community. The sum of these local exchanges also can become a broad sounding board of service to CPB and other national public broadcasting organizations. Therefore, *the Corporation should encourage and provide financial grants to public radio and television stations for employment of full-time coordinators of community outreach to facilitate and organize regular mechanisms of public feedback to local stations, and through them to the Corporation itself.*[46]

In many ways, the promotion of this specialized aspect of public broadcasting is particularly complex. There are a great many audiences. Some are in Congress and some are in individual rural schools. Each has its own requirements. Information must be available on the field as a whole and also on individual programs and services. *CPB should respond to this problem through the establishment of a clearinghouse and library on public broadcasting and education.*[47] Such a service need not duplicate other existing information sources, but it should provide a comprehensive focus for a wide range of inquiries. There should be information about specific programs and courses; research data; materials available for use in future courses; effective techniques for using programming in education; in short, the full range of information to encourage the use of broadcasting in education, and to help in making its use effective. The establishment of such a clearinghouse and library, employing and building upon capabilities of existing institutions and organizations, should be undertaken by the Corporation as an early step in its service to education.

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11. The Corporation for Public Broadcasting should move at once to act upon these recommendations, initially by conducting a financial analysis, determining a calendar agenda for specific actions, and assigning responsibility for developing funding. The Advisory Council is a willing partner in assisting implementation of the recommendations and seeking solutions to the funding problems.

By means of these recommendations the Advisory Council proposes a broad, realistic program that can be of great benefit to education and to public broadcasting. While many of these activities can be undertaken at once, it is recognized that complete implementation of such a program must take time, and that resources must be found and allocated. ACNO does not consider its job done with

the submission of this report. On the contrary, the Council will continue its role of advice and partnership to help realize the enormous potential of public broadcasting in American education.

CONCLUSION

There is no magic wand. To declare "What we need is another 'Sesame Street' " is to miss the point. In considering public broadcasting and education, the real need is for a point of view leading to an ongoing agenda for action. Such a point of view is the substance of these recommendations.

Fundamental to that perspective is the need to improve the basic relationship between broadcasting and education, natural allies with very little rapport. One of the problems has been the lack of a national focus of leadership in public broadcasting with regard to education. The Corporation can and should right that situation.

The work of the Corporation should represent the eclectic, diverse nature of America itself, particularly with regard to its cultural pluralism.

Given these fundamentals, what are the operational elements of success? A strong professional corps. Support for programs and for their effective use. Broadening capacity by applying useful new technology. Looking to the future through research, development, and demonstration. Attacking the tangle of problems in rights clearance. Working to develop an audience that is literate in the electronic media. Assuring that the service is known, that the facts are there, and that audiences are heard as well as served.

Each of these headings carries its own set of specific actions to be undertaken. The individual reports of the task forces include even more. Some of these specifics are complementary to one another, and others represent alternative actions. The important thing is the point of view.

With the completion of this study, the Corporation has before it a multifaceted but cohesive approach to the question of public broadcasting and education. As it considers its response, the Corporation should recognize particularly that neither the problem nor the solution can be considered in discrete fragments. No matter how modest the initial response must be, it should be in the form of a program of actions which recognizes the scope of the long-range task. That long-range task *will* require more money, and some of it will be needed, not instantly perhaps, but soon.

Then the important thing is to keep going. The Corporation is embarked on important and difficult work. It is a latecomer in a prominent position. It can build on some present success, but it also must clear away a certain amount of wreckage. While wisdom and financing will be very important, this campaign must be won also by the homely virtues of patience and persistence.

It is time to begin.

APPENDICES

Appendix A
Definition of "Instructional"

We differentiate instructional from educational use of broadcasting media this way: Instructional use involves an intentional feedback mechanism or learning environment plus a relationship with an institution which has specific educational objectives. On the other hand, educational use involves institutions which have educational objectives, but is essentially one way use, with the learning environment or feedback mechanism left to chance. Also, it must be recognized that all media have some impact on the receiver, and to this extent are broadly educative in a culture. But for all purposes here, we are concerned primarily with "instructional" and "educational" in the institutional sense described above.

In effect we have three tiers. At the bottom or broadest level we have all media, since all media have cultural educational impact (news programs, the "Boston Pops," and even "All in the Family"). At the second level we have programs having a general educational objective without plans for organized learning situations ("Mr. Rogers' Neighborhood," "French Chef," and National Geographic specials).

The third level includes only those programs specifically designed by educational institutions and which have a feedback mechanism or learning environment built into the design ("Ripples," the new math Program). Some programs come between levels and need to be better analyzed as to where they fit ("Sesame Street" and "Zoom").

Appendix B
Definition of "Adult Education"

The task force has adopted the definition used by the National Center for Educational Statistics, USOE, for its triennial surveys of adult education in the United States. NCES defines adult education participants as "persons beyond compulsory school age, 17 and over, who are not enrolled full-time in a regular school or college program and are engaged in one or more activities of organized instruction."

Note that this covers participants in programs operated by employer organizations, professional associations, labor unions, proprietary schools, hospitals and social organizations. It also includes people who are in credit and noncredit programs.

Footnotes

1. Post-Secondary Formal Task Force, Recommendation 12, page 87. Adult Education Task Force, page 94.
2. Post-Secondary Formal Task Force, Recommendation 6, page 84. Elementary-Secondary Task Force, page 72.
3. Post-Secondary Formal Task Force, Recommendation 11, page 86.
4. Elementary-Secondary Task Force, pages 67 and 69.
5. A theme of all four task forces. See particularly the Elementary-Secondary Task Force, page 65.
6. Elementary-Secondary Task Force, page 66. Post-Secondary Formal Task Force, page 85.
7. Elementary-Secondary Task Force, pages 67-68.
8. Elementary-Secondary Task Force, page 68.
9. Post-Secondary Formal Task Force, Recommendation 8, page 85.
10. Such activities were proposed by all task forces.
11. Early Childhood Task Force, Recommendation 7, page 54.
12. Elementary-Secondary Task Force, page 68.
13. Elementary-Secondary Task Force, pages 67-68.
14. Elementary-Secondary Task Force, page 68.
15. Post-Secondary Formal Task Force, Recommendation 8, page 85.
16. Elementary-Secondary Task Force, page 68. Post-Secondary Formal Task Force, Recommendation 8, page 85.
17. Early Childhood Task Force, Recommendation 7, page 54.
18. Post-Secondary Formal Task Force, Recommendation 8, page 85.
19. Early Childhood Task Force, Recommendation 2, page 50.
20. Early Childhood Task Force, Recommendation 3, page 50-51.
21. Early Childhood Task Force, Recommendation 1, page 49.
22. Elementary-Secondary Task Force, pages 69-70.
23. Elementary-Secondary Task Force, page 69.
24. Elementary-Secondary Task Force, page 70.
25. Post-Secondary Formal Task Force, Recommendation 2, page 82.
26. Post-Secondary Formal Task Force, Recommendation 4, page 83.
27. Post-Secondary Formal Task Force, Recommendation 7, pages 84-85.
28. Adult Education Task Force, Recommendation 1, page 93.
29. Adult Education Task Force, Recommendation 2, page 95.
30. Adult Education Task Force, Recommendation 3, pages 95-96.
31. Ibid.
32. Adult Education Task Force, Recommendation 4, page 96.
33. Adult Education Task Force, Recommendation 5, page 97.
34. Elementary-Secondary Task Force, page 66.
35. Ibid.
36. All task forces stressed the need for supplementary materials.
37. All task forces urged the use of nonbroadcast technologies in addition to broadcasting.
38. Post-Secondary Task Force, Recommendation 9, page 85.
39. Elementary-Secondary Task Force, page 73.
40. Elementary-Secondary Task Force, page 71. Post-Secondary Task Force, Recommendation 5, pages 83-84.
41. Elementary-Secondary Task Force, page 66.
42. Post-Secondary Task Force, Recommendation 5, pages 83-84.
43. Elementary-Secondary Task Force, page 72. Post-Secondary Task Force, Recommendation 6, page 84. Adult Education Task Force, Recommendation 6, page 98.
44. Elementary-Secondary Task Force, page 71. Post-Secondary Task Force, Recommendation 10, page 86.
45. Elementary-Secondary Task Force, page 74.
46. Early Childhood Task Force, Recommendation 5, page 52.
47. Post-Secondary Task Force, Recommendation 11, page 86.

REPORTS OF THE TASK FORCES

"Public Broadcasting and Education," the report to the Corporation for Public Broadcasting, was built upon the work of four task forces. The members of those task forces were selected by ACNO and CPB early last year, to conduct intensive inquiries and make recommendations in four areas: early childhood education, elementary-secondary and teacher education, post-secondary formal education, and adult education.

While the reports of the four task forces are not, and were not intended to be, part of the final report to CPB, they provide important background to that document. For that reason, the task force reports have been included in this book, along with selected appendices. A list of the members of each task force appears on pages 2 and 3.

Report of the Task Force on Early Childhood Education

Introduction to Early Childhood Task Force Report

The Early Childhood Task Force began its operation in May, 1974, and had meetings as a whole on May 22, July 1-2, September 26-27, November 8-9, December 4-5. The Task Force itself was made up of broadcasters, educators, and users. These members made contacts with many people in special fields and brought to the group a wide range of recommendations.

Three "speakouts" were held, at which representatives from organizations on ACNO, commercial broadcasters, public broadcasters, educators and parents presented their views on children's programming. One speakout was held in Chicago, one in Los Angeles, and one in Washington, D.C.

The Convention of the National Association for the Education of Young Children, November 23-26, hosted a speakout where many professional and paraprofessionals from the field of Early Childhood Education had an opportunity to present their views.

At the Denver Task Force meeting, held September 26-27, presentations were made by Margaret McFarland and Barry Head from Family Communications, Inc., Pittsburgh, and Ed Palmer from the Children's Television Workshop, New York City.

At the Washington Task Force meeting held November 8-9, the following advisors attended: Howard Spergel, Eastern Educational Network, and Rhea Sikes, Director of Educative Services, Public Broadcasting Service.

Another approach to gathering information from parents was a questionnaire circulated through the National Association for the Education of Young Children and the Association for Childhood Education International. The data gathered by this instrument was invaluable to the Task Force.

Several Task Force members attended the NAEB meeting in May, and again in November in Las Vegas, Nevada. At the May meeting Father Fiore, Chairperson, gave a progress report of the work of the Task Force.

At the December meeting held in Columbia, Maryland, the report was written. From the outset a concerted effort was made by the Early Childhood Task Force to involve many organizations and people from the fields of education and broadcasting, as well as parents from a wide spectrum of geographical and economic backgrounds.

Summary Listing of Recommendations

1. The Corporation for Public Broadcasting should encourage the development and adequate funding of programs which will be helpful to parents of young children.

2. The Corporation for Public Broadcasting should encourage the de-

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velopment and funding of programs which feature *both* the cognitive and affective dimensions of human growth and development in young children.

3. The Corporation for Public Broadcasting should encourage the principle of diversity in the development of program material, patterns of scheduling which recognize that early childhood covers a wide span of years, a wide diversity of needs and interests, and a wide expanse of developmental areas, physical, emotional, social and intellectual.

4. The Corporation for Public Broadcasting should provide funds to publicize and promote children's broadcasting.

5. The Corporation for Public Broadcasting should encourage and provide financial grants to public radio and television stations for employment of a staff member to keep the station and CPB tuned into the public's reaction.

6. The Corporation for Public Broadcasting should support and facilitate the implementation of delivery system models for early childhood education which incorporate both broadcast and non-broadcast elements.

7. The Corporation for Public Broadcasting should establish fellowships for experienced broadcast personnel.

Trends in Early Childhood Education

Introduction

Some of the trends in our society, identified below, have a direct impact on the lives of young children and, as such, make new demands for services to these children and their families.

1. The national trend toward changing family structures and life styles has had considerable impact on child care patterns in this country. More mothers are joining the work force; single persons, necessarily employed, are raising children; adoptions are being made by the unmarried, including men. Under such circumstances, the demand for diverse child care facilities has grown.

To meet these needs child care facilities and services range from infancy through childhood for increasing numbers of children. Moreover, centers must operate on a twelve month basis.

Early care allows early detection and remedy of developmental problems, such as visual, hearing and learning malfunctions.

2. One emerging emphasis in education is based upon a recognition of the child's ability for individual initiative in learning. Implicit in this thrust is a trust in the individual's ability, with direction, to pace his own learning and to choose among options for learning. The names given to this trend may be Open Education, the ungraded classroom or a host of others which may or may not describe the processes in which the child is involved. However, basic to each model or format is the teacher's understanding of the stages of child development, of the teacher's ability to recognize and respond to these, and the presence of supportive personnel and materials which help the teacher to facilitate the child's progress. There is built-in flexibility for teachers and children to grow within the educational setting.

3. Along with the increased number of child care centers, new patterns of sponsorship and control are emerging. There are growing numbers of centers supported by governmental agencies, by parent cooperatives, by industries, by unions, and even by private business. Any child care facility and program must safeguard the health and support the developmental needs of children. It is crucial, therefore, that good standards be maintained and that systematic evaluation be employed for this purpose.

4. There is a movement to hold teachers more accountable for their work. Preschool teachers must be able to demonstrate certain qualifications in instructing young children, and they now expect a continual assessment of their effectiveness.

Obviously there is some danger in such accountability. Teachers under pressure to teach a predetermined set of skills to all children will, in turn, demand performances from their students for which all may not then be capable or ready.

5. Early childhood education, as education at other levels, has become more sensitive to the truth that

America is not, and should not be a "melting pot" so much as a harmonious symphony. This symphony combines different languages, cultures, religions, racial and ethnic elements.

This new viewpoint is closely allied to an awareness of the value of positive self-identification and affirmation. Research has shown that optimum learning and development does not occur unless the young child has developed pride in himself, his family, sex, ethnic or racial group, locale, etc.

6. There is increasing concern about educating young adults to become good parents. Child care centers and primary schools offer the perfect laboratory situations for these young people. Many high schools as well are providing theory classes in development and child rearing and in granting credit for field experiences. This is the next best thing to "having a child." This trend has been recognized by the Office of Child Development which gives financial support to various agencies for such programs.

7. The Early Childhood Education movement has traditionally been grounded in the knowledge that the young child grows, develops and learns as an indivisible, integrated person. Considerable attention has been paid to this status as a developing social being who learns to cope with important demands in an expanding milieu.

A current trend has sometimes emphasized cognitive learning in ways which frequently distort educational needs of young children, and which are contrary to the substantial body of research and empirical knowledge about the integral nature of cognitive and emotional growth, and comprehensive learning in the early years.

There is a heavy financial investment by commercial interests in producing and distributing materials which support this trend towards a fragmented, cognitive emphasis in education.

A sizeable element within the early childhood education field is active in renewing the imperative for balanced, comprehensive, integrated education for young children. Thus, a countervailing trend exists today and continues to gather strength.

Conclusion

Although early childhood education is not new, the growing realization of its overriding importance is. Head Start in the 1960's awakened a nation to a potential that had been overlooked. This decade is carrying the nation into a movement for universal child care. What new vistas remain the future will reveal. Early childhood educators are accepting the challenges and opportunities now present to provide developmental care and quality education to youngsters from birth to eight years, using a wide variety of methods and programs. Public broadcasting should play a salient role in this exciting level of education.

Selected references

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Basic Assumptions of the Early Childhood Education Task Force Recommendations

The educators, broadcasters and users who constituted the Early Childhood Education Task Force of the Corporation for Public Broadcasting quite naturally approached their duties from attitudes —both professional and personal—which were in large part determined by their professional and personal experiences with young children. To do so was certainly not unusual. But what their attitudes were might not immediately be apparent to readers of this Report without some explanation.

For this reason we have included this prefatory "glossary of ideas" which informed our own thinking during the process of these past six months.

To appreciate the recommendations which follow, one should first of all attempt to place oneself at the same vantage point from which the Task Force saw its task. Otherwise, the presence of certain recommendations and the absence of others might seem curious; still more crucial, without explanation of our basic assumptions the reader might not always see some of the interconnections and, indeed, inter-dependencies among the recommendations.

Those inter-dependencies, in turn, also determined another facet of this report. At its final meeting the Task Force decided not to rank or place priorities among its recommendations. In fact, it became apparent that there were *several* possible innate orderings or priorities implicit in these recommendations. In terms of programming content, for example, the recommendation dealing with parenting for early childhood education is paramount; however, in terms of utilization, the several recommendations on Community-Outreach Coordinators and alternate or, better, supplemental models of delivery systems come to the fore.

What motivated the Task Force, then, to narrow its many recommendations (at one time numbering almost thirty) to these seven? What presuppositions did our educators, broadcasters and users have in mind after the interviews, speak outs, questionnaires and expert testimonies, the meetings and private consultations—and before the writing of this Final Report? They came down to the following:

Early Childhood is best described in terms of the total network of individuals, agencies and professions which inter-connect and interact to support the development of the innate potential of young children. This network is tenuous and dynamic: it changes from place to place, month to month, year to year. It includes broadcasters, just as it includes parents and teachers and the children themselves, who teach and learn from each other.

Even within the field called Early Childhood Education, matters are not so precise and orderly as, perhaps, in other sectors of education. As we know, the child moves in a multi-dimensional orbit, so that much, or most, early childhood education takes place outside formal classroom situations: in Day Care and Head Start Centers, nurseries, and most obviously, the home. Children, of course, "teach" and learn from each other in the most abundant, naturally effective and enjoyable method which adults call "play."

The Task Force sees the role of public broadcasting precisely as tapping into this expansive and amorphous network; at its best drawing upon the natural potential of learners and users (children), and also putting back into the network-equation its best techniques and expertise to aid and not interfere with either the network or the natural processes of learning.

Readers of this Report should see all of the Task Force's recommendations within the context of these networks, at both national and local levels —but especially the latter, for education is most effective and adequate when most personal. Broadcasting's role is not to supplant or disrupt networks of early childhood educators (children, parents, teachers, etc.) but to help these do their respective tasks better.

In a technological age, the Task Force feels, it is easy to lose sight of the fact that education, during early childhood as at every level, is essentially an active (not passive) process. In a real sense, children teach themselves; all others in the network are, inevitably, either facilitators or detractors from this process. Learning takes place even before the child is born and, more obviously, from birth. Learning is best when it is enjoyable, and the situation of play is itself a multi-dimensional, social, educational situation.

In this network of early childhood "educators" the role of the Community-Outreach Coordinator (cf. Recommendation #5), and of Early Childhood Broadcast Interns (cf. Recommendation #6), take on added importance. For these are, locally, the points of connection between public broadcasting and the other members of the Early Childhood Education "network." On the other hand, as the dimensions of the

United States' delinquency, abandonment and child-abuse rates become more glaringly apparent, it is clearer than ever that marriage does not of itself confer ability for child-rearing. Hence the Task Force's first recommendation, to educate parents in their roles as parents.

Because the child's attitudes about himself and significant others in his life materially affect his *desire* and *ability* to learn, just as it colors what he learns, the Task Force has stressed the importance of the affective element of Early Childhood education, precisely as it is communicated in and along with the cognitive element (cf. Recommendation #2).

Finally, the Task Force sees as basic the notion of diversity in Early Childhood Education broadcasting. So much depends on local broadcasters and *their* budgets and *their* priorities in tailoring public broadcasting to specific local constituencies, including young children. What meets the needs of one locale may be superfluous to another; what is broadcast at one time may be inconvenient or useless in terms of scheduling to parents in the home, or teachers in the schools and nurseries. Certainly broadcasting is the prime delivery system for now; the Task Force recognizes the enormous legal and developmental task in even considering supplemental models for educational delivery systems, such as use of materials developed for use via cable and ITFS systems, film, printed media, and on video cassettes and discs. There are problems of rights and clearances and, we recognize, under current limitations, such alternate or supplemental delivery systems fall outside the purview of the Corporation for Public Broadcasting.

But if the role of this Task Force, as of the others, is really to be useful to public broadcasting, restrictions of "what is" ought not to be super-imposed on what "could be" or, better, what "should be." Our task has been to advise the Corporation for Public Broadcasting as now constituted, and we have done that. But in a larger sense, as constituents representative of the public, we have a larger responsibilty—at once to the public and therefore to the Corporation for *Public* Broadcasting as well—to see what, first of all, is *needed* by the public. And then, where there is good will and know-how, perhaps those responsible can do what must be done, regardless of present limitations, to meet those needs.

Early Childhood Education RECOMMENDATIONS

RECOMMENDATION #1: The Corporation for Public Broadcasting Should Encourage the Development and Adequate Funding of Programs Which Will Be Helpful to Parents of Young Children in Their Parenting Roles.

Since the home is the child's first classroom, parents are the first, privileged and most important teachers that children will ever have. However, due to the changing nature of the American family, a growing number of parents (including teenagers) must face the mature task of child-rearing without the assistance and example of their own parents, grandparents, other relatives and close neighbors. Even in cases where community services exist which would aid them in child rearing, economic circumstances and problems of transportation often prevent parents from availing themselves of this help. Thus, a need exists for services which are readily accessible to parents and which aid them in the development of child-rearing skills and the understanding of child growth and development.

Public broadcasting can meet this need through programming which is specific to the child rearing process. Basics such as the physical, emotional, social and intellectual development of the child should be stressed. However, emphasis should also be given to the ways in which the interaction between parent and child promotes the development of trust, self-assurance and other self-affirming characteristics in children.

In order to be effective, programming must go beyond the level of merely transmitting information. It should be so designed that the parent has the opportunity to assimilate and

react to the information that is presented, and in doing so, realize qualitative changes in behavior related to parenting.

A first step would be for the Corporation for Public Broadcasting to marshal a broad spectrum of interested professional and non-professional public involvement at the local and national levels. Among the professionals, there would be social workers, public health workers, child development specialists, psychologists and broadcasters. They would aid in establishing criteria for programming for parenting and, with materials and technical assistance provided by programmers, they would clarify concepts and reinforce appropriate changes in parents' attitudes and behaviors. They would also interpret to programmers on the local and national levels, information about parental growth and change and further concerns for additional or different programming. Thus, the parent becomes not only the recipient of broadcast services, but also an active partner in the planning of such services.

Funding for this proposed programming should be provided by the Corporation for Public Broadcasting in cooperation with public health, mental health, community development sources, corporations and foundations.

Community Outreach Coordinators (see Recommendation #15) would enable broadcast communicators to broaden their perspectives on parenting. It could also be the first step in establishing liaison with individuals and organizations which in turn would provide suggestions and implementation for parent programming.

The above recommendation applies not only to parents but also to others who work with children in home and group care settings.

RECOMMENDATION #2: The Corporation for Public Broadcasting Should Encourage the Development and Adequate Funding of Programs Which Feature Both the Cognitive and Affective Dimension of Human Growth and Development in Young Children.

Until recently there has been an overemphasis in children's broadcasting on the development of cognitive skills, whether in terms of exposure time or in research and evaluation of the quality of programming. Such emphasis can be detrimental to integrated growth and development because it ignores other aspects of the child's development. Children's programming must be designed to facilitate integration of intellectual knowledge of subject matter with improvements in self-knowledge, creativity, and interpersonal sensitivity. In attempting to meet this goal, the Corporation for Public Broadcasting is urged to encourage and assess the applicability and effectiveness of various media, and various methods within each medium.

The Task Force on Early Childhood Education recognizes that cognitive development is more easily measured than affective development. New and equally essential objectives seem to be developing: objectives dealing with self-awareness, happiness, creativity, fulfillment which have human and personal growth as their criteria.

Another aspect of concern in the affective area is that the Corporation for Public Broadcasting provide programs which contain both multicultural and multi-national experiences. These programs could contribute substantially to the extension of the child's world view beyond the bounds of family and neighborhood, thus supplanting the inadequacies of organized educational efforts and institutions in this regard.

RECOMMENDATION #3: The Corporation for Public Broadcasting Should Encourage the Principle of Diversity in the Development of Program Material, in Patterns of Scheduling Which Recognize that "Early Childhood" Covers a Wide Span of Years, a Wide Diversity of Needs and Interests, and a Wide Expanse of Developmental Areas—Physical, Emotional, Social and Intellectual.

1. It is suggested that the production of children's broadcasting include programs that serve the developmental needs of the young child; that serve the needs of

specific locales; that serve needs or preferences of children for a variety of formats and treatments; that serve specific ethnic needs and interests.

2. Scheduling is in the purview of local stations, but Corporation for Public Broadcasting should encourage schedulers to remain continually aware that Saturday mornings and summertime are times when young children watch more television; that summertime is a logical time to present programs for simultaneous viewing by both parents and children; that school vacations provide another opportunity for special programming.

RECOMMENDATION #4: The Corporation for Public Broadcasting Should Provide Funds to Publicize and Promote Children's Broadcasting by Whatever Means are Best Suited to Reach Both General and Target Audiences.

Optimum use is not made of public broadcasting at this time by the public. Programs and series of programs of the finest quality, with the highest educational and/or instructional goals may be developed, but unless they are seen and heard by the youngsters for whom they were developed they are similar to a wonderful gift which has never been opened. Resistance to public broadcasting should be tracked, examined and rectified. The Task Force feels that some of the reasons for the lack of audience awareness of existing broadcasting materials are:

—lack of proper publicity
—lack of advance notice
—lack of promotional programs for the materials
—lack of a system for public feedback or opinions of materials.

A young child's intense need and desire for stimulation is known. A young child's intense delight and interest in television and radio is known. Outstanding programs for the young child have often been produced for school and home without apparent audience awareness. Why?

The reason that parents and young children are not aware of many of the programs written for them, except **Sesame Street** and **Mister Rogers' Neighborhood,** is simply because of the cost of promotion and publicity.

This is an area where the Corporation for Public Broadcasting might encourage funding participation from the business community. A few new programs, such as **Villa Alegre,** have received outstanding help from Exxon which has paid for advertisements in national magazines. Xerox paid for a half-hour promotional on commercial TV for **Sesame Street.**

Following is a suggested approach to a national promotion campaign. All of these steps are necessary to an effective national campaign in the general area of children's broadcasting; however, we recognize that certain elements could be selected for use in the promotion of individual series. Of course, the strength of any national campaign is based upon sufficient support at the local level.

1. **Round Robins.** These would be a series of local meetings attended by instructional television and public information personnel. Each group must learn the techniques, processes, and concerns of the other.

2. **Materials.** Promos. These would be a series of "slick" promotion spots produced for use on commercial and PBS stations to promote programs and public television generally.

Print. A series of ads would be designed for use in national magazines. These would be designed to increase awareness of the specific program and public television generally. A brochure on public television would be developed.

How-to-do-it kits. Suggestions for regional and local programmers on how to write press releases, ideas on where to place them, follow-up ideas, color prints or slides, mats for local ads.

3. **National Promotional Program.** This would be a "slick" production with the goal of giving the public a general idea of the kind of productions now being broadcast or in "coming attractions" and how much their support is needed.

4. **Evaluation.** The Task Force Committee and Corporation for Public Broadcasting staff should conduct regu-

lar evaluation on the process and techniques of promotion.

It should be emphasized that production and broadcast of a national program is only one component of a total national campaign.

Most of the publicity and promotion of programs directed to young children must be done by local stations with the help of their Community Outreach groups (cf. Recommendation #5). A percentage of funds might be allocated by the Corporation for Public Broadcasting to local stations to be earmarked for promotion and publicity. The importance of local cooperation with community groups is important in distributing information via public and private or parochial schools, PTA, and various target group organizations. Distribution of publicity and request for feedback from parents might also be done in supermarkets, and similar retail outlets.

It is also recommended that a TV Guide for Children be instituted.

RECOMMENDATION #5: The Corporation for Public Broadcasting Should Encourage and Should Provide Financial Grants to Public Radio and Television Stations for Employment of Full-Time Coordinators of Community Outreach to Organize and Facilitate Regular Mechanisms of Public Feedback to Local Stations, and Through Them to the Corporation Itself.

The backbone of this mechanism of local-national feedback would be local, station-coordinated, community outreach groups. Where a given locale has both a public radio and a public television station, one such community outreach group with joint radio-TV coordinators would serve both local stations.

The Corporation for Public Broadcasting should encourage the development of local community outreach groups as a matter of policy, with funding to local stations to provide full-time coordination for these essentially volunteer groups.

Community outreach groups would be guided by station coordinators in identifying and specifying local needs and suggestions for local and national public broadcasting.

The Community Outreach Coordinator would be responsible for organizing efforts to mobilize the participation of community groups and target audiences in specific programming projects.

The Corporation for Public Broadcasting, through surveys of these groups and coordinators, should evaluate data received from them and make them available to public broadcasters. The Community Outreach Committee of ACNO should regularly assist the Corporation for Public Broadcasting in evaluation of material and suggestions received from local community outreach groups.

Ascertainment-feedback mechanisms must be regarded by CPB, PBS, NPR, and local stations as an obligation incumbent upon public broadcasting by its very nature.

Finally, as regards specifically evaluative feedback and research mechanisms pertaining to Early Childhood Education, the Corporation for Public Broadcasting's Department of Research and Development should work closely with national and local community outreach groups to ascertain effectiveness of specific educational programs produced and broadcast by public radio and television.

RECOMMENDATION #6: The Corporation for Public Broadcasting Should Support and Facilitate the Implementation of Delivery System Models for Early Childhood Education Which Incorporate Both Broadcast and Non-Broadcast Elements to Meet Needs and Special Conditions of Educating Young Children.

The early childhood constituency is unique; it includes not only youngsters from birth to about eight years of age but also late adolescents and adults (generally young) who are prospective or actual parents of young children.

It is also unique in that both the children and the related adults receive their education in a wide variety of settings. Most of the children are at home; some are in group care; while others are in organized school situations.

The prospective/actual parents are in school, at home, and in the labor force.

Parents may share their mothering/fathering tasks with older siblings, with untrained helpers, with paraprofessionals, or with highly trained professionals. In the main, they are part of the changing scene with its mobile life style, its rootlessness, and its fragmentation in terms of large family constellations. The early childhood constituency shares with all the population diversified life space and styles: urban, suburban, rural, isolated, congested, as well as a whole spectrum of cultural and economic conditions.

In the early years most children are not in regular attendance in formal school settings. They can, to a significant degree, be served educationally by the media of public television and radio. However, current patterns of scheduling broadcasts for young children are inadequate (cf. Recommendation #3). Public television stations have only a certain number of hours available to serve all the public. Young children can use programs any time from 6.00 a.m. to 7:00 p.m.—a 13-hour span of child care hours —which Public Broadcasting Service stations cannot supply.

Therefore, it is desirable to have alternate delivery systems so that program access and use can be controlled by adults in charge of young children.

Such control is necessary to the crucial factors of timing, of selected repetition, and, at an appropriate time, of stopping the more passive acts of watching/listening in favor of child activity—all in the interest of supporting the natural, effective learning patterns of young children.

The state of the art of such systems as video cassettes, video discs, audio cassettes, cable TV, ITFS facilities, etc. are expertly discussed in Section V of the Witherspoon report and are directly related to meeting the special needs for greater user-control in the early childhood sector; there is no need to repeat them here.

Special attention should be called to the importance of experimental techniques for transmitting the audio portion of television in such a way that additional audio channels can be transmitted to provide bilingual TV sound channels. This particular feature would serve one of the high priority goals in early childhood, that of a multi-cultural approach in a "mainstream" context of national programming.

Another development, interactive cable service, points to a very useful system, particularly in programs for parents and others who are responsible for the education and development of young children. In such a system they would be able to gain important information about available resources and services (community, health, social, educational) for their children—information that is region-specific and therefore highly functional.

A second point in this recommendation refers to supplementary materials. Broadcasting alone can provide stimulation to young children for their own learning. But the nature of the young child's learning process requires more than stimulation as provided by broadcast TV and radio. It requires that he actively use concrete materials and personal events to re-experience, to recall, to respond, to recreate.

It is, therefore, desirable to develop a delivery system which can provide broadcast-related reference materials such as pictures, audio tapes, records, books, manipulative materials, games, etc. Purchase and library-type loan arrangements, both mobile and fixed, could well be part of the system.

Contractual arrangements should be made with media production units, with national educational laboratories, and with commercial producers of print, non-print, constructive, and manipulative materials for production and marketing of these reference materials.

The Corporation for Public Broadcasting should develop guidelines for such contractual agreements which take into account quality control, acquisitions, and economic accountability.

RECOMMENDATION #7: The Corporation For Public Broadcasting Should Establish Fellowships for Experienced Broadcast Personnel.

The pressure of time in the broadcasting area permits little opportunity for personnel in the broadcasting profession to be aware, in depth, of the many needs and complexities of early childhood education.

Fellowships for producers, directors, public information workers and other station personnel would enable them to recognize and more easily define the needs of the early childhood education, how broadcasting can help meet these needs, and how broadcasting can be instrumental in solving problems or meeting needs.

If a broadcaster spends a reasonable length of time delving into preschool care, day care centers, Head Start programs, the problems with which parents of young children must cope, he would return to his work with firsthand information that would result in more purposeful and useful communications.

Further, there will be reciprocal benefits for the fellow and those with whom he works in the Early Childhood Education field.

The Corporation for Public Broadcasting should set aside money for this purpose and also consider funding these fellowships in conjunction with special interest groups and foundations.

Appendix: Clustering of Recommendations Concerning Affective Development

Dr. Alvin Simmons, Ph.D., S.M.Hyg.;
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Director of Public Health

It seems there has been an implicit concentration upon the development of cognitive (intellectual and knowing) skills both in terms of exposure time as well as with regard to the research, and evaluation of the quality of programming. Such emphasis can be detrimental to integrated growth and development if it does not equally attend or indeed ignores the child's affective (emotional, feeling, creativity, being) side which must be inextricably linked to the learning of cognitive skills. The goal in this regard must be to integrate intellectual knowledge of subject matter with improvements in self-knowledge, creativity, and interpersonal sensitivity. In attempting to meet this goal, the Corporation for Public Broadcasting is urged to encourage and assess the applicability and effectiveness of various media and various methods within each mode. Additionally, the Corporation is expected to provide young children with both multicultural and multinational experiences that would contribute substantially to the extension of their moral community beyond the bounds of family and neighborhood, thus supplanting the inadequacies of organized educational efforts and institutions in this regard.

The originators of Sesame Street proclaim the following: "We did not expect each child to play the violin or to become an architect or a poet, these things being particular goals defined by the individual child's aptitudes, interests, and experiences but we assumed that all children would learn to read and to write." In contradistinction, we maintain that education should be viewed as a process of actual living, and not merely a preparation for future living. Each child and each person must learn how to be his own artist, his own musician, his own scientist, his own poet, his own historian, his own navigator. Parents and teachers assist in this growth and development by equipping the child with deeper, more gripping and subtler ways of knowing the world and himself. To foster this new creativity we must place things, actions, services, accomplishments, tasks etc. in new perspectives. Thus we can continually encourage the search for identity through engaging the child in inquiry; in this way improving his art and technique of seeking creative answers to the questions "who am I, where do I belong, where am I going, where do I come from, and of what am I capable?" In the degree that one is able to approach learning as a task of dis-

covering something rather than "learning about it," to that degree the child will tend to work with the autonomy of self-reward, or, more properly, he will be rewarded by discovery itself.

The Task Force on Early Childhood Education maintains that, to date, achievement motivation as portrayed on both the public and commercial media has been more highly regarded than affiliative motivation, since the former is seen to be more productive and to afford greater control over the environment. But new and equally essential goals seem to be personal, interpersonal and humanistic, with happiness, creativity, fulfillment, expansion and personal growth as their landmarks. In order to achieve these goals, children must be assisted in developing competencies and coping skills which are not only mechanical and instrumental, but also interpersonal. Many of our truly consummate affective experiences involve non-awareness of self. Therefore, we do *not* recommend that the child's emotions or feelings themselves be the subject matter of the learning situation. Affective education is not and cannot be an end in itself. In life, feelings are inextricably and complexly embedded in reflection, motivation, problem solving, action and behavior. The emotions emerge incidentally but essentially. We believe, therefore, that shifting attention to include as many forms of creative art-work as possible, with no explicit mention of feeling, but with attention to the processes of making, shaping and re-shaping would do more for children than any amount of sitting in a circle saying nice things about each other.

The making of art, be it a poem, sculpture, music or the child's experience of art as reader, perceiver or member of an audience involves a complex and implicit confluence of mind, heart, and hand; attention is not directed to the life of the ego, to the fluctuating play of feelings, but rather to something which is simultaneously outside and inside the self. It is a process which involves a willingness to detach oneself from the obvious through a detachment of commitment. We do not merely have the self and the feelings of self. What sustains us and what can sustain children is "out there" in the world, in abundance. We lose it, we waste it, if we insist on a self-conscious immediacy and subjectivity. There is a world to be known, there are others to be known. The world and the others will challenge, provoke, irritate and abrade against the self. This is how we are enlarged and educated, fulfilled and we grow, a process that begins at the earliest instances in life; a process that views life as a journey not a destination.

Motivation, whether towards achievement or affiliation, is recognized as being socially determined to a great extent. The Corporation for Public Broadcasting can serve society by programming that nurtures and develops children's natural desire to excel; by encouraging perseverance in the face of obstacles whether intellectual or emotional; and by initiating a zest and zeal in the exercise and development of the natural gifts, abilities and talents of preschool children. It is our belief that happiness is not a state in which all one's wishes are satisfied and all one's hopes fulfilled, but rather is the result of a satisfaction, confidence and assurance that one is striving toward purposeful goals. This is what makes achievement possible and communication and affiliative behavior real.

In its attempts to encourage multicultural and multinational understanding and interaction the Corporation must encourage programming which will provide reference points for analysis of the deepest issues of our time by making connections between variables that seem at first sight unrelated, to allow the child to trust in his (her) intuition. In this sense, an element of visionary imagination can serve as a template against which children may play out their own feelings and in so doing gain more profound insight into the personal social contexts from which such feelings derive. It is important to emphasize our belief, however, that such moral education will be effective only if the models portrayed engage in moral actions and that in such actions, demonstrate that sound reasoning is essential to the moral life.

The affective dimension of growth and life must also include more exposure for the participative arts and humanities. This Task Force believes that a generous and lively exchange in the liberal and performing arts can give us the hope that if we understand each other so warmly and naturally in these areas, we may one day be able to compose political, economic, racial, ethnic, religious and philosophical differences. In general, we believe that the intellectual and moral climate of our times is agreeable to the proposition that man does not live by bread alone. And it is precisely this interchange in the humanities (the creative and performing arts) that is and should be the business of man. Together with those behaviors termed prosocial (i.e., generosity, kindness, sympathy, altruism, empathy and helping as well as moral behavior which is often understood as including prosocial behaviors), the arts—probably in direct ratio as to how creative and active they are—are the preservers and purveyors of those values which define humanity (and for some define divinity).

It is our considered opinion that art may prove to be as much an attitude as an aptitude, and more a point of view than a product. In recommending this need for emphasis on the participative arts and humanities we maintain that: a) art is a most pervasive, persistent and powerful affirmation of the life-force in man; b) science has been able to provide knowledge of matter but not of essence or being—therefore, matters of value, which heretofore have been ignored because they were not measurable, may still have something to say concerning the nature of reality; and c) art is an attempt to communicate, to establish contact, to find kinship even across centuries and oceans. In accomplishing this aim, we need to cultivate the creation of a spirit of inquiry and aesthetic interest while preserving the natural intensity of all modes of perception and sensation.

Knowledge of self (identity), prosocial behavior, humanities, the participative arts and interpersonal skills must be communicated in a multinational and multicultural framework and context. We maintain that the roots of culture are in the events and experiences of one's own life and the culture itself is a name for the body of ideas, experiences and customs to which the members of a given community adapt themselves (i.e., the things they accept as valid and according to which they live their lives). The Corporation should encourage and support more exposure, both visual and auditory, to modal descriptions of various cultures, highlighting their rituals, functions, roles, dress customs, gestures, communication patterns, reference groups and appropriate artifacts. The overall thrust of such education should be not only to highlight differences and uniqueness, but also emphasize cultural compatibilities and commonalities, or how cultures co-exist, accommodate, and blend.

In making such a recommendation the committee relied on the Arts and Humanities Act of 1965 for the following definitions:

1. **Humanities** consist of modern and classic language, linguistics, literature, history, criticism, theory and practice of the arts and those aspects of the social sciences which have humanistic content and employ humanistic methods.

2. **Arts** consist of instrumental and vocal music, dance, drama, folk art, creative writing, architecture and allied fields, painting, sculpture, photography, graphic and craft arts, industrial design, costume and fashion design, motion pictures, television, radio, tape and sound recording, and the arts related to the preservation, performance, execution and exhibition of such major art forms.

In proposing this recommendation for the Corporation to encourage more attention to the emotional or affective component of life we fully realize the major difficulties involved and are reminded of Meno's question to Socrates concerning the nature of virtue which is in some ways the basic question regarding values: "Can you tell me, Socrates, whether virtue is acquired by teaching or by practice; or if neither by

teaching nor practice, then whether it comes to man by nature, or in what other way?" We affirm that values, affective development, prosocial behaviors, curiosity, motivation, zest for excellence, interest for and inquiry into the participative arts and humanities results from both learning and practice and comes to man by nature and is nurtured by culture.

Report of the Task Force on Elementary-Secondary and Teacher Education

Introduction

This Task Force was asked to make recommendations regarding the role of the Corporation for Public Broadcasting in elementary, secondary, and teacher education. In this process, we have considered the interrelationships of three entities—education in America, noncommercial radio and television and related technologies, and the Corporation for Public Broadcasting.

The Task Force comprises 14 members representing widely divergent national constituencies inside and outside the education profession. In order to gather valid data as a basis for the recommendations that follow in this report, the Task Force employed a variety of procedures to tap grass roots thinking of responsible citizens, young and old, throughout the country who represent national organizations related directly or indirectly to education. These included teachers, principals, administrators, students, supervisors, parents, board members, representatives of youth groups, members of women's and ethnic organizations, teacher educators, instructional technology specialists, and public broadcasters. The Task Force also consulted individuals outside of education in fields such as labor, health, business and industry, government, and commercial broadcasting. For details of procedures, see Appendix.

The Task Force has been encouraged by the perceptive opinions and substantive suggestions of these individuals and groups—opinions and suggestions from which our recommendations have been developed. The amount of data has confronted the Task Force with difficult decisions on priorities, for many of the suggestions are for actions that relate to each other in a total scheme of interdependent components.

Because of the broad sweep of the data-gathering process, large segments of the educational community are aware of the study and its purposes. Many respondents expressed the desire to read the report on its completion. Hopefully, they will serve as a base of support as the recommendations are implemented.

In conducting the study, the Task Force members were acutely aware of the enormous needs of citizens of all ages to keep pace with, or at least cope with, the rapid, almost revolutionary changes in life-styles in today's society and the avalanche of new knowledge that affects us all. The challenge to education is immediate, the needs are many and complex, presenting the Task Force with awesome parameters for its study.

How can applications of instructional media and new developments in technology enhance, enrich,

and improve education? What are the important elements in their effective use in the learning process? How can instructional media serve well the different needs and aspirations among those seeking education—people with a variety of social, economic, ethnic, and geographic backgrounds? And what can instructional media do best in the field of education?

These are some of the questions the Task Force pursued.

The Task Force gathered data through 17 mini-conferences, held during conventions of national organizations; a meeting with 18 national education organizations and representatives from public and nonpublic schools; three meetings with major national groups representing women, youth, and ethnic minorities; the written responses of 25 practitioners in the field of instructional broadcasting (100 had been invited to make suggestions); three scholarly papers dealing in depth with trends in elementary education, secondary education, and teacher education; a survey of 500 teachers by an opinnaire; a meeting with 24 student leaders from 10 high schools which use instructional media; and countless interviews with leaders in education and public broadcasting. (See Appendix for these reports.)

After careful analysis of the various data, the Task Force compiled its recommendations under nine categories. Although the categories have been listed in priority order, they are closely interrelated.

1. Imperative Need for Education-Broadcasting Partnerships
2. Cultural Diversity: An Educational Challenge for Public Broadcasting
3. The Improvement of Utilization Practices
4. Teacher Education
5. Instructional Programming
6. Decision-Oriented Research
7. Rights and Clearances
8. New Technological Developments
9. Promotion and Awareness

The Task Force listed specific recommendations under each category, which appear in priority order and which represent options for action to CPB. We were reluctant, however, to designate these priorities because we believe that all our recommendations are important and interrelated in the overall matrix of instructional broadcasting. We were faced with the dilemma of one who is asked, "What part of an automobile is more important—the distributor or the carburetor?"

Rationale for the Recommendations

The Task Force's investigation and analysis have been complicated. They have included an attempt to understand the problems of our educational system, an examination of the structure and function of public broadcasting and the rapid changes in related technologies, and a sober look at financial and political realities.

We did not limit ourselves to broadcast radio and television.[1] Any serious consideration of improving education through radio and television must acknowledge *nonbroadcast* as well as broadcast technologies.

As we gathered information another fundamental finding quickly became apparent. Most of our recommendations relate to this simple fact: There is a chasm between public broadcasting and the educational establishment—in activities, in personnel, and even in objectives.

This gap is an obvious cause of the stunted growth of what is now known as "instructional television." Instructional television has become an educational no man's land. To educators, too often it is peripheral, too expensive, underutilized, superfluous. To many public broadcasters, it appears to be a burden, an anchor, an albatross of traditionalism and bureaucracy. Yet, for many years, both have believed that television and radio should be powerful instructional forces for education.

The bridging of this gap is a prime challenge, not only for the Cor-

[1] The Task Force wishes to make it clear that when the term *instructional television* is used in this report it is meant to encompass not only instructional programs on open-circuit broadcast channels but also instructional programs on Instructional Television Fixed Service (ITFS) and on closed-circuit and cable television and/or via satellite communications.

poration for Public Broadcasting, but also for agencies of education, the Public Broadcasting Service, National Public Radio, and individual broadcasting stations. Serious, cooperative, effective efforts are overdue.

Let us examine for a moment some of the problem in historical perspective. One[2] of the consultants to the Task Force has this to say regarding instructional television's historical perspective:

> In the beginning was the Ford Foundation. The foundation preached with its dollars that ITV could be most effective by bringing the master teacher into every classroom to give each child the best instruction available. The educational television community bought the master teacher concept in a big way. But the classroom teachers did not. If you were a creative teacher in the '50's, you rarely turned on the television set—even if one was available. For other teachers, while students viewed, ITV was coffee and light-up time.
>
> While that master teacher was on the tube, we in ITV assured teachers that we were trying to support their classroom efforts, not replace them. At the same time, ITV was being sold to school boards on the basis of cost-effectiveness—by teaching more students with fewer teachers. If you were a teacher—with all the talk about cost-effectiveness and master teachers—would you have believed that ITV was a benefit?
>
> The development of ITV in the United States began outside the walls of public education. ITV was something that most television stations did *for* schools, perhaps *to* schools, but rarely *with* schools.
>
> And what were institutions of higher education doing about the miracle of television—the new window on the world? Not much! Professors put lectures on tape or read them live on-air. Teachers were given a couple of credits for threading a projector and using a tape recorder. But rarely did schools of education teach the use of media as an integral part of instructional design.
>
> Given this history, it is no surprise that ITV grew up on the periphery of American education. From its beginnings to the present, ITV has been required to prove itself, to document its successes, to justify its existence to a much greater extent than film companies, textbook publishers, classroom teachers, curriculum supervisors, or school superintendents.

The Task Force members also considered the financial strains on the agencies involved, and we are aware of the political, interinstitutional hurdles that words, even dollars, cannot surmount. The actual distribution of dollars may well be secondary to the encouragement and inspiration the Corporation for Public Broadcasting can currently bring to the situation.

Given the major bridge-building goal and assuming a stable and properly financed system of public broadcasting, there are individual areas in which specific activities and projects might thrive.

We must form *education-broadcasting partnerships* by bringing public broadcasting and education closer together. This recommendation is basic to all of our recommendations. We see the Corporation for Public Broadcasting as a promoter, a catalyst, and an initiator in this endeavor.

America's great strength, *cultural pluralism*, should be a basic concern in the development of projects for instructional media: serving the special needs of minorities, and highlighting the diversity of cultures in our population present continuing responsibilities and opportunities for instructional broadcasters.

For *improved utilization*, television for learning must be *accessible*. We submit that single channel, once-only exposure, is insufficient. Teachers as well as students must have access to

[2] Howard K. Spergel, Director of Educational Services, Eastern Educational TV Network, Boston.

televised instruction on a basis as flexible as is technically possible. It must also be adaptable to classroom, small-group, and individualized learning situations. Television in schools is more than a mass medium. It must be de-scheduled and decentralized and available on demand.

There is a clear need to make both teachers and administrators more aware of the electronic media and a clear need to bring public broadcasters closer to an understanding of procedures in education. In short, *teacher education* and *broadcaster education* are required as we close an obvious gap. Instructional television has been an add-on to education for too long. We must visualize instructional broadcasting as a part of education and not as an expendable frill.

The heartland of the entire instructional technology effort is *programming* geared to the needs of the consumers—students and teachers. There is an acute need for emphasis on *decision-oriented research*. There are scores of questions that remain unanswered, and any effort to widen application of instructional broadcasting to American education must include mechanisms that will provide answers.

Questions of *rights clearances, classroom utilization, technical development of storage and delivery systems,* and *understanding on the part of all citizens* were raised and studied throughout our extensive deliberations. These, too, must be faced squarely if the Corporation for Public Broadcasting is to assume a role in American education.

We submit that an educational effort is needed, not only within public broadcasting but also within education. We must find ways to create an awareness of the potentialities of the use of TV and radio in the classroom among teachers during their pre-service and in-service experiences. We must develop projects that will ease anxieties about instructional broadcasting among teachers and administrators. Finally, we must insist that public broadcasters themselves learn what it is that makes an educational experience and what goes into an instructional system.

Summary of Recommendations

Imperative Need for Education-Broadcasting Partnerships

Cultural Diversity: An Educational Challenge for Public Broadcasting

1. Develop a national program series featuring various ethnic cultures in the United States.

2. Offer training opportunities to ethnic minorities.

The Improvement of Utilization Practices

1. Facilitate collection and dissemination of successful utilization efforts to serve as models.

2. Encourage PBS and NPR to hold workshops to generate understanding and support of good utilization techniques.

3. Seek funding support for development, production, and dissemination of supplementary support materials to accompany national programming that has instructional potential.

4. Encourage local public broadcasting stations to assign staff members to give technical advice to school districts in planning, selection, purchase, and maintenance of technical equipment.

5. Encourage PBS and NPR to urge member stations to train and employ one or more full-time utilization specialists to help teachers in the station's area improve utilization.

Teacher Education

1. Provide grants to activate *teacher-centered teaching centers* which utilize local TV and radio facilities.

2. Provide cooperative grants jointly to local stations and colleges of education to provide teaching experiences in uses of instructional broadcasting.

3. Explore ways to make available TV and radio programs featuring outstanding leaders and use these programs in teacher education seminars, workshops, etc.

4. Seek funds for production of a series of short, recorded clips of good teachers in action to show classroom problems and the manner in which teachers respond.

5. Encourage use of radio and TV courses in colleges of education to familiarize future teachers with media.

Instructional Programming

1. Establish partnership grants to be awarded jointly to public broadcasting stations and school districts and/or other education agencies for production of innovative instructional programs on radio/TV in response to local or regional needs.

2. Support the idea of a PBS Instructional Program Cooperative paralleling the Station Program Cooperative.

3. Serve as a catalyst to bring together concerned organizations to develop a more critical viewing and listening audience among young people.

4. Continue to support high quality program series and emphasize programs for secondary level, particularly for junior high school age youth.

5. Make available special "acquisition" grants on a matching basis to aid school districts unable to afford rates charged by instructional broadcasting libraries.

6. Arrange with PBS and its member stations to offer off-campus credit courses on TV for high school students during out-of-school hours.

7. Establish central and/or regional libraries of tapes and cassettes of excellent instructional TV programs for rental or purchase.

8. Take appropriate steps to respond to need for programs produced for youth and by youth and to involve youth maximally in planning.

9. Support radio and/or TV programs to assist parents in helping their children get the most from their school experiences.

10. Be aware of productions being planned for evening and weekend broadcast, commercial and noncommercial, that have instructional potential. Call these to attention of educational community and, if possible, secure rights to adapt these programs for instructional use.

11. Serve as clearinghouse for collection and dissemination of program information to expedite and encourage exchange of locally produced programs.

Decision-Oriented Research

1. Take an in-depth survey and establish a pilot program to explore quality and quantity of program utilization, comparing broadcast and nonbroadcast delivery systems.

2. Gather and disseminate information on student needs in various geographical areas and determine types of programming needed.

Rights and Clearances

Serve as a catalyst in bringing together representative groups to resolve problems of clearance of programs and materials.

New Technological Developments

Broaden CPB responsibilities to include nonbroadcast media applications such as ITFS, CATV, closed circuit, satellites, video discs, and cassette technology.

1. Provide information on new technologies.

2. Experiment with development of cost-effective delivery.

3. Promote development of satellite communications to serve remote areas with limited or no access to public TV and radio.

4. Experiment with utilization of two-way audio/video interaction.

5. Encourage FCC to expedite adoption of necessary rules regarding equal standards in UHF and VHF tuners in TV receivers.

6. Explore ways in which an interface of nonbroadcasting components can be activated for the improvement of instruction.

Promotion and Awareness

CPB should mount a continuing national effort to develop understanding and acceptance of instructional broadcasting among educators, students, and the general public.

Some Current Needs of Education: Implications for Instructional Technology

In order to identify the important needs of education to which instructional technology might make a contribution and to form recommendations, the Task

Force tapped several sources of information. These included the following: the report of a recent survey on instructional needs conducted by NEA's research division; three "think pieces" on trends in education by outstanding educational leaders; interviews with consultant specialists to the Task Force; mini-conferences with teacher association leaders, administrators, student leaders, parents, and others.

The NEA Survey, in which 1,600 teachers were asked to rank their views on 25 instructional problems in such categories as school staffing, curriculum, and adequacy of teaching resources, revealed the following priorities:

- Parents apathetic about their children's education.
- Too many students indifferent to school.
- Physical facilities limiting the kinds of student programs.
- The wide range of student achievement.
- Working with too many students each day.
- Too many noninstructional duties.
- The values and attitudes of the current generation.
- Diagnosing student learning problems.
- Lack of instructional materials.
- Quality of instructional materials.

There are implications for instructional technology in meeting several of these needs. For instance, there were many requests for high quality instructional programs to make learning "exciting" and "relevant." Later in the survey, teachers mentioned that there were "too few opportunities to improve professional skills." As if echoing these teachers, mini-conference participants repeatedly called for radio and television demonstrations of excellent teachers in action for use in college courses and in-service seminars. (Additional information from an NEA survey just completed on teachers' opinions about expanded use of instructional broadcasting to help solve or relieve the instructional problems mentioned above can be found in Appendix . This survey sheds light on some problems teachers believe inhibit the extensive use of instructional broadcasting in the schools.)

The papers on trends in education and the mini-conference discussions underlined six basic education needs of schools of the '70s:

1. **The need for the individualization of instruction** whereby each child has the opportunity to progress at his or her learning speed and in accordance with individual interests and aptitudes. The teacher is constantly seeking a wide variety of resources to implement this concept. Accessibility to relevant, meaningful learning materials—with appropriate copyright clearances—in a variety of formats (tapes, discs, cassettes, open-circuit, print media) are needed by teachers and learners on an on-demand basis for that "teachable moment" when students are ready to learn. These materials are needed both for individual and for small group use.

New technology also accommodates the concept of individualized instruction through the attachment of "listening jacks" to TV receivers, radios, and tape recorders to permit individual and small-group reception. The notion that radio and TV are mass media, limited to class reception only, is being modified by the rapidly expanding state of the art.

2. **The need for alternative education opportunities** and increased options for learners whose learning styles are incompatible with traditional teaching. Hence, the introduction of alternative schools, store-front schools, open-space learning situations, schools without walls, off-campus courses for credit, and mini-courses offers excellent opportunities for the application of instructional technology.

3. **The need for a more humane school environment** in which children can learn. Mini-conference participants requested that increased attention be directed toward improved relationships among and between teachers and students. They asked for excellent programs on the humanities, along with programs that depict personal

problems on such matters as drugs, sex, and the generation gap, as a basis for discussion. In her paper on trends in elementary education, Dr. Louise Berman highlighted the personal needs of elementary level children that schools must recognize. (See Appendix .) She stated that a child must learn to understand himself or herself in order to adapt intelligently and that a child must understand how to collaborate with others "so that visions larger than those seen by any one person can become reality. Our respondents requested more instructional television series such as *Inside/Out* that put emphasis on affective rather than cognitive skills.

Rapid transportation and communication have highlighted the interdependence of people and the need in our society for appreciation and understanding of cultural, ethnic, religious, and national differences. Education has an enormous responsibility to prepare persons not only for living but for living together. (See recommendations on Cultural Pluralism.)

4. **The need for students and teachers to participate in decisions that affect their lives.** This implies giving them the opportunity to take part in all decisions that affect them—decisions in government, local, state, and national; in school governance; and in what happens in the classroom. Students and teachers want programs which inform them about how they can play a role in all these areas. But, more basic to these recommendations, they want to be centrally involved in decisions in instructional broadcasting, i.e., the planning and production of programs, the determination and control over what is to be used and when and how in the classroom, and the need for teacher-centered teacher education.

We are reminded of the comments of our student leaders, "Don't give us all the answers; present us with problems and let us think out the solutions ourselves." They were emphatic in expressing the need for programs *for* and *by* students, and they also urged the Corporation to appoint student advisory committees at national and local levels

5. **The need to keep pace with the rapid explosion of knowledge.** Both teachers and students recognize the value of instructional broadcasting in providing the latest information on a subject and in providing a way of updating textbooks. As one consultant put it: "ITV should be the last chapter after the last last chapter in the textbook." Teachers asked for quick and current refresher mini-courses and presentations by scholars to help them keep abreast of new developments in today's world. Students said, "Bring us materials we can't get any other way—exciting episodes in history; programs on space science, career opportunities, and world cultures; and discussions of critical issues (ecology, energy, population, the food crisis, and the economy)." Radio and television offer unique capabilities to fill gaps in educational resources.

6. **The need for community support and involvement at a time when there is considerable citizen disenchantment with education.** The two top instructional problems cited by teachers in the NEA survey mentioned previously were parental apathy and student indifference. The Task Force responded to requests from parents for programs to help their children "get the most out of their school experiences" and for parental involvement in an advisory capacity in the implementation of instructional broadcasting. Televising school board meetings has been helpful in this respect in some localities.

Implied in this need for school support is that of adequate funding. Perhaps the improvements in education envisioned by the participants in this study—improvements which will add excitement, relevance, humanity, and involvement to the educational process—will reverse negative attitudes and replace them with positive taxpayer support.

The needs are varied and many. No one project, no matter how broad its recommendations for improvement of education, can accomplish more than one small step forward, but it is important that this step be taken with wisdom, commitment, courage, and the united effort of all concerned.

RECOMMENDATIONS

Imperative Need for Education-Broadcasting Partnerships

The Task Force agreed unanimously that basic to *all* our recommendations is a commitment to the development and strengthening of education-broadcasting partnerships at local, state, and national levels. One respondent to the Task Force reflected an almost universal opinion of the individuals contacted with the statement: "There must be a continuous dialogue established between the educational community and professional educational broadcasters."

There is ample evidence that a gap exists between these entities, a gap that tends to place instructional broadcasting somewhere between the two buffeted by jurisdictional crosscurrents. The gap is not intentional; rather, it developed in a vacuum of nonattention to the necessity of cooperative effort. Each entity concentrated on its own area of expertise: the broadcaster on production techniques and the educator on curriculum content. Failure to mesh both sometimes blurred the main target: the education of children. The negative results of the widening gap are as obvious as the the need to close it. A partnership is needed in many areas—programming, staff development, and maintenance and technical services, to mention a few. Joint contracts might be worked out between the public broadcasting station and the school districts in each of these areas.

Nationally, we noted that the Corporation for Public Broadcasting, the Public Broadcasting Service, and National Public Radio are all dedicated to *broadcasting*. Their worlds seldom cross paths with national agencies dealing with education: the U.S. Office of Education, the National Institute of Education, the National Education Association, the American Association of School Administrators, and others.

Many of the recommendations, therefore, suggest and encourage cooperation between stations and their respective educational communities.

Cultural Diversity: An Educational Challenge for Public Broadcasting

The Corporation for Public Broadcasting can perform a critical function in presenting, through public TV and radio, the rich pluralism of the American experience. TV and radio are uniquely able to depict our nation as a collection of cultures. Of course, in considering the diversity of cultures in the United States, TV and radio should recognize not only Afro-Americans and Hispanic Americans but Asian-Americans, Native Americans, the Pennsylvania Dutch, the Amish, the Franco-Americans of the Northeast, the Poles, the Jews, and many others. CPB can help sensitize Americans to the important contributions of each of these groups to American life.

Rather than simply defining some of the educational and social problems of Native American, Black, and Spanish-speaking peoples, emphasis should be placed on the *strengths* and *positive* aspects of these as well as other cultural groups. Better understanding and identification of the different groups could be achieved through programs featuring their contributions in arts, music, crafts, language, literature, politics, and other areas. An appreciation of the strength of our plural nature might encourage pride in each other's culture.

The Corporation for Public Broadcasting, in cooperation with approximately 250 public broadcasting stations in the country and in cooperation with educational agencies, can bring together materials that are available on cultural diversity, and stimulate the development of materials where they do not exist, such as local and regional interest programs that can be used in the teaching of history, humanities, and the arts.

The Task Force recognizes that cultural pluralism is a basic reality in our society that has important and valuable implications for the education of all Americans. Therefore, the concept of cultural pluralism must be inherent in all our recommendations.

Public broadcasting has a clear responsibility, opportunity, and capacity

to serve specific needs of ethnic minorities in this country and at the same time enrich the cultural backgrounds of *all* Americans through programs designed to develop awareness and appreciation of the differences of our multicultural groups.

Minorities and others asked that the frequent practice of "lumping minorities together to give advice on minority programming only" be expanded to "across the board" involvement with the industry.

The primary objective of these recommendations is that public broadcasting contribute to and reflect a national pride, sensitivity, and understanding of the diverse cultural elements of American life.

Recommendations

The Corporation for Public Broadcasting is urged to expand its implementation of the principle of cultural pluralism in partnership with other educational organizations as follows:

1. Develop programs that help Americans understand and value the various ethnic peoples in this country: their life, arts, music, dance, history, literature, and their economic, political, and social contributions to our society. Such programming would be equally beneficial to *majorities* as well as to *minorities*. The public broadcast station in each of our communities could well become a center for the production and display of the art of various ethnic groups.

2. Offer training opportunities to ethnic minorities to develop a talent base for the broadcasting industry that will prepare minorities to participate in decision-making and operational roles at national, state, and local levels, in addition to serving in advisory capacities.

The Improvement of Utilization Practices

Proper use of instructional broadcasting requries more than a willingness to flick the switch. During the past decade, emphasis has been on the improvement of production. Too little attention has been directed to the importance of classroom teachers in what is to be produced. Likewise, too little time, talent, and money have been invested in the orientation of classroom teachers to what is available on instructional TV and radio and how they can be used effectively.

The assumption has been made that if the program is well produced, teachers will turn it on and children will learn from it. The Task Force has ample evidence that this is a false assumption and that mere exposure does not guarantee learning. Responsible teachers will see that their planning is implemented with purposeful activity, involving students actively before and after telelesson to bring about specific learning objectives. However, teachers need assistance in acquiring these skills and insights.

Therefore, CPB should support activities in the area of utilization to help teachers acquire understanding of radio and TV and skills to use them effectively.

Recommendations

1. The Corporation for Public Broadcasting should facilitate, with financial assistance from USOE, the collection and dissemination of successful regional, state, and community utilization efforts, through electronic or print media, to serve as models for station ITV directors and school staff development leaders throughout the nation, to improve the quality of local utilization. For example: Produce a program featuring effective uses of support materials and application of ITV in a variety of learning situations—classrooms, small groups individualized instruction, libraries, etc. Also, such a program could demonstrate techniques whereby teachers adapt programs to slow, average, and rapid learners.

2. CPB should encourage PBS and NPR, through their member stations and in cooperation with local school districts and teacher organizations, to hold workshops for teachers, administrators, board members, broadcasters, and citizens to generate understanding and support of good utilization techniques.

3. CPB should seek funding from USOE, foundations, or commercial underwriters for the development, pro-

duction, and dissemination of supplementary support materials to accompany national programming projects that have instructional potential. This service would be a needed extension of existing PBS instructional services.

4. CPB should encourage local public broadcasting stations to assign a technical staff member to give technical advice to school districts and other users in the planning, selection, purchase, and maintenance of technical equipment related to instructional broadcasting. Such technical guidance would be helpful in avoiding costly errors and in reminding purchasers that maintenance, often overlooked, must be included as a budgetary item.

5. CPB should encourage PBS and NPR to urge their member stations to train and employ one or more full-time utilization specialists to design training activities to help teachers in the station's area improve their utilization practices. (It may be financially and strategically feasible in the seeking of funds to combine activities 1, 2, and 5 into a "utilization package" that represents a concentrated effort to improve the educational benefits of instructional broadcasting. Discussions with decision-makers at funding sources may yield useful guidelines in developing productive approaches.)

Teacher Education

While teacher education is beyond the realm of the Corporation for Public Broadcasting, we believe that increasing the competence of teachers in the use of instructional broadcasting is an inescapable part of improving its use.

CPB might become a facilitator and/or a catalyst for teacher education activities undertaken in cooperation with segments of the educational community (a) to help teachers understand, accept, and use instructional media productively as a teaching tool and (b) to help teachers improve and update their general teaching competence by means of special programs by colleges of teacher education, by school districts, or by teachers themselves.

In assuming new responsibilities in the field of teacher education, the Task Force believes CPB should be guided by six criteria in making any recommendation:

a. It should be of high potential educational value.

b. It should not be a service now provided by other agencies.

c. It should be undertaken in concert with other education agencies and organizations.

d. It should involve an educational service that can be realistically accomplished by using media and the resources available to CPB.

e. It should reflect current educational trends.

f. It should be capable of systematic evaluation.

Recommendations

The recommendations which follow are based on two assumptions:

- The role of the Corporation for Public Broadcasting is not to take direct responsibility for offering, changing, or controlling specific teacher education programs and/or services but rather to facilitate promising educational practices which are endorsed by those most directly concerned and which can be enhanced by the use of television and radio.

- The future of teacher education will be characterized by the greater involvement of professional practitioners in the development, offering, and evaluation of their own professional growth.

1. The Corporation for Public Broadcasting should provide grants to stations, on a pilot basis, for proposals submitted jointly by a consortium of the station and the local school district or districts to activate *teacher-centered teaching centers* which utilize local television and radio facilities. More specifically, support should be given to local stations which will work in cooperation with local and regional teacher groups and other school personnel to use the station facilities as teacher centers of the air. The emphasis of this proposal is on practicing teachers determining the content of their professional development. Such a media-based teacher cen-

ter frees and expands the idea of a teacher center into a concept rather than merely a place. The concept of a user-developed, user-produced, user-evaluated airborne teacher center would be a unique experiment for public broadcasting.

Some examples of possible program features include:

a. Teachers telephoning in problems or questions for a panel of experts (their peers, specialists, administrators, or parents) to answer on the air. Specific topics would be featured at certain times. Questions could also be mailed in advance.

b. Short, tightly organized programs that highlight teaching skills which teachers seek to improve.

c. In-depth analyses of the tensions of teaching.

d. Interviews with experts and guest teachers the listening audience requests.

The series described above might be uniquely suitable for public radio at the outset and later expanded to television.

2. CPB should provide grants for proposals developed jointly by stations and colleges of education that demonstrate teaching experiences in the uses of instructional broadcasting. Actual classroom situations, or simulations thereof, are suggested; the key to the acquisition of teaching skills *is doing*.

3. CPB should explore ways to help produce TV and radio programs featuring outstanding leaders in education, economics, sociology, science, public affairs, etc. available for use in teacher education seminars, workshops, and other staff development activities. Videotapes of these programs could then be made available to schools and teacher associations.

4. CPB should seek funds from the U.S. Office of Education or elsewhere for the production of a series of short recorded clips of good teachers in action to show various classroom problems, in learning or discipline, and the manner in which the teachers respond. Typical examples might include: successful techniques in motivating children to learn; demonstrations of classroom management techniques; organization and conduct of "open classroom" situations; remedial reading techniques.

5. CPB should encourage, through its contacts with the educational community, the use of radio and TV in courses in college of education so that future teachers will become familiar with radio/TV and experience success in using the media in their own teaching.

Instructional Programming

What is instruction? What is an instructional television or radio program? Can a broadcast offering be defined strictly as "in-school," "out-of-school," "instructional," or "entertainment"?

Some programs designed as entertainment are applicable in particular classroom settings. Others are developed in strict conformity with curricular goals and administrative patterns, but they find their way to "out-of-school" acceptance. Some are formal here and informal there; a few are commercial at the start and educational in the longer run. We propose some general guidelines and definitions, and we have tried to squeeze our recommendations into workable formats but offer that the strictest precision can injure as well as enhance.

The Task Force believes that an ideal system of school television and radio should make provision for programming at all levels. National, regional, state, school district, and individual school productions are all essential. In considering the role of the Corporation for Public Broadcasting, the Task Force received strong and urgent requests for CPB assistance chiefly in two of these areas: national and local. Obviously, the degree and nature of the Corporation's involvement would vary with each project.

Instructional programming had to be at least broadly defined. We assume the following about such services:

1. An instructional television or radio program involves a conscious and designed goal in behavior objectives on the part of viewers. (This can be developed at the outset or it can be designed when an existing broadcasting

package is put to instructional use.)

2. An instructional television or radio program is tied in one way or another to a formal educational structure: an institution, a school, a college, a state department of education, a labor union. The casual viewing—the most informal of educative television—is not included here, valuable though it might be in individual cases.

We were unable to differentiate for any practical use between what might be used in a school classroom and what could be used in a factory, a hospital, a police station, a home, or an office. Instead, we offer that instructional broadcasting services must expand the traditional walls of school buildings to include entire communities. This is the future that electrons can help to build, and for that reason, we offer that "school" and "nonschool" are misleading categories; we feel that *instruction* is the appropriate rubric instead of *school*. We feel that *school* is a concept not a *place*.

We recognize also that the hours beyond the normal school day can benefit students as well as parents. Special attention should be paid to those services designed for school viewing that might be applicable to evening schedules—both for youngsters and parents—and the many "out-of-school" broadcasting programs that might be discussed, or even made available, to classroom teachers and students.

National Programming

The Task Force suggests that certain criteria might be useful in the development of national television and radio services (services meant for national distribution, regardless of production team or location):

1. Programs that are needed but in all likelihood would not otherwise be available from other sources.

2. Programs that have national application and that relate to national educational priorities.

3. Programs that require a pooling of resources—financial, human, and material.

4. Programs that require national and international resources unavailable at local levels.

These program services should be supported, and we offer that the Corporation can play a role in such support—both in direct financial aid and in bringing together existing national educational agencies and efforts to help.

Dozens of specific national program ideas were suggested by groups and by individuals across the country. These are listed in the Appendix. (See

Local Programming

Instructional broadcasting, as with instruction itself, is basically a local undertaking; it must remain so. Therefore, we submit that it is not the function of the Corporation orf Public Broadcasting to engage in the production nor the distribution of instructional programming per se. Instead the Corporation should respond to proposals from the local level. It is in order, therefore, for the Corporation to underwrite cooperative projects—those that come from local school districts (public, private, and parochial) and their local public broadcasting stations. Only projects that help to bridge the gap, through joint efforts between education and public broadcasting, should be included.

National and Regional Libraries

We would be derelict if we did not recognize the superb work done over the past decades by national and regional instructional libraries. Agencies such as the Great Plains National Instructional Television Library and the new Agency for Instructional Television and regional efforts such as the Instructional Television Service of the Eastern Educational Television Network deserve much credit for their ability to meet needs in the face of financial difficulties. We urge that such efforts continue and that support from a number of areas be encouraged.

Recommendations

1. The Corporation for Public Broadcasting should establish "partnership" grants to be awarded jointly to public broadcasting licensees and school

districts or other educational agencies. We propose that the local educational instrumentalities, individually or in regional consortia, together with public broadcasting stations, should be eligible for special support for instructional efforts.

2. CPB should support the idea of a PBS "Instructional Program Cooperative." This would be in addition to the well-publicized "Station Program Cooperative" already in existence, which sees to the support and distribution of national programming generally considered as beyond formal "instruction". The Instructional Program Cooperative could enjoy the same kind of democratic decision making and an added bonus: significant financial support from the Corporation for Public Broadcasting.

3. CPB should serve as a catalyst in bringing together representatives of concerned organizations to formulate ways in which a concerted effort might be made by youth, parents, teachers, broadcasters, and government agencies to develop a more critical viewing and listening audience among young people. The Task Force is hopeful that such an effort can lead to the systematic teaching of selective viewing and listening in our schools. (According to a survey made by John Culkin, by the time the average child has graduated from high school, he or she will have watched more than 16,000 hours of television during out-of-school hours. During this same period, this average student will have attended school 5 hours a day, 180 hours a year for 12 years, to produce a total of 10,800 hours of school time. Because of this and in light of the research reported by the Surgeon General's study on children and television violence, it is imperative that the schools, the public broadcast industry, and the community join hands in building with children standards of intelligent, discriminating use of television and radio.)

4. CPB should support national programming at the junior high school level similar to the programming presently supported by CPB on the elementary level (i.e., "Sesame Street" and "The Electric Company").

5. Special "acquisition" grants should be made available on a matching basis from CPB and from USOE. Many school districts cannot afford the rates that must be charged by instructional broadcasting libraries. The Corporation can encourage poorer school districts to band together and to work with existing public broadcasting stations in the area to acquire valuable, but expensive, library offerings.

6. CPB should arrange with PBS and its member stations and local school districts to offer off-campus credit courses on television for high school students. Such courses would open a variety of options for independent learning so that students may progress in accordance with their learning styles—i.e., the academically talented learner might progress faster in accordance with his or her needs; the drop-out or the potential drop-out who is "turned off" by the conventional school situation might be challenged to take responsibility for his or her own learning. Television could thus become a means through which alternative educational opportunities might become available to young people.

7. CPB should establish a central and/or regional libraries of tapes and cassettes of excellent instructional television and radio programs for rental or purchase.

8. CPB should take whatever steps are necessary to respond to the following request from student leaders: more programs produced *for* youth *by* youth. Examples of such programs are: newscasts during out-of-school hours with teenagers as moderators; interviews with young people who are currently engaged in interesting occupations such as pages in Congress and interns on Capitol Hill; student interviews of Congressmen and Congresswomen and members of the Executive Branch; concerts by District of Columbia Youth Orchestra; and youth productions and performances including outstanding high school drama productions from Interscholastic League competitions. The Task Force urges the Corporation, therefore, to take whatever steps are appropriate to respond to this need. Youth leaders asked the Task Force to call to the attention of

CPB, PBS, and NPR the need for such programs in the following areas:

a. Programs that highlight unusual careers few people think about entering.

b. Programs that give unusual facts about the world, especially on nature and animal life.

c. More programs for the deaf and the hard-of-hearing, using an interpreter on the lower left hand corner of the screen.

d. More programs featuring outstanding musicians, artists, and actors in cases where the artist can perform on the screen and then explain his or her philosophy, career, and creative works.

e. Excerpts from outstanding television productions such as "War and Peace" to show and discuss in class.

f. Programs that show how our government operates and how young people can participate in the real world of politics.

g. Dramatizations of history, "particularly some of the side incidents which you don't get in your history books."

h. An international exchange of children's programs from round-the-world.

i. Global teacher conferences by satellite.

9. CPB should support radio and/or television programs to aid parents in helping their children get the most from their school experiences. This is of such general concern that CPB should support a national series on radio or television. The Task Force recognizes the importance of directing programs to parents, who share a large responsibility for the education of their young.

10. The Education Department staff of the Corporation for Public Broadcasting should be aware of and knowledgeable about productions being planned for evening and weekend broadcast—both commercial and noncommercial—that hold promise for instructional use. These should be called to the attention of the educational community, and the Education Department should, if possible, secure rights to adapt these programs for instructional use. (See more details under section on Rights and Clearances.) In some instances, long productions could be cut into shorter segments for repeated showings during school hours.

11. CPB should find a way to serve as a clearinghouse to collect and disseminate information to expedite and encourage the exchange of locally produced programs that have values for students in other geographic areas (for example, the exchange of programs featuring Bunker Hill in Massachusetts and the Marineland of Florida). Such a service would augment present library offerings of EEN, AIT, etc. There is no place at the present time where all instructional program information is available.

Decision-Oriented Research

There is a serious deficit in reliable information about patterns of the use of radio and TV in the nation's schools. To establish a policy and carry out effective programming, it is necessary to base decisions on valid information concerning the state of current practice, attitudes of teachers, indication of effectiveness, and continuing expectations.

Also, research is needed to answer questions of school decision-makers on cost-effectiveness factors and to plan investments in hardware, both for transmission of programs and for recording and redistribution to allow flexibility of viewing schedules.

Recommendations

1. CPB, PBS, NEA, AFT, ERS, and the U.S. Office of Education should cooperatively conduct an in-depth survey to provide valid information, as indicated above, on which to base action. For example, CPB should undertake a pilot program, in cooperation with USOE, to explore the effect upon the quality and quantity of program utilization in a school district that employs the latest technological systems for recording and redistribution of programs as desired and uses "listening jacks" for individualized instruction. The results should then be compared with those of a school that uses ITV without such technological additions.

2. CPB should play an important role in information gathering and dissemination. With the increasing costs of production and the involvement of agencies in consortia, it would seem important to obtain information on whether student needs from region to region are the same or different. Decisions must be made as to what type of programming is best produced by national consortia, regional consortia, and what types should be produced locally to meet specific local needs. Do content and learning approaches vary from the East to the Mid-West, from urban to rural areas? Evaluation data on instructional series which have widespread use need to be collected in one central location so as to be made available to school districts and instructional television producers as needed.

Rights and Clearances

A continuing problem faced by teachers wishing to use broadcast materials in the classroom is the time conflict between broadcast schedule requirements and the needs of teachers and learners in the classroom environment.

In order to ameliorate this conflict, schools are increasingly investing in video cassettes and videotape recorders to record programs off the air for storage and retrieval or for redistribution on other nonbroadcast delivery systems (closed-circuit, direct playing, cable television, ITFS). However, this strategy is frequently frustrated by the copyright law.

Teachers and media specialists face cumbersome clearance procedures and incredible delays in obtaining rights. This often results in their having to forgo use of the programs. The law is not clear as to what can and cannot be recorded off the air, in what amounts, and under what conditions. The problem exists for noncommercial as well as commercial television and radio programs which teachers would like to use in the classroom.

Recommendations

CPB should take the initiative in calling together representatives of producers, talent, and educational interests and legal experts to resolve problems associated with the costs and legal requirements for the clearance of appropriate programs and materials for educational use. A specific objective of this group would be to establish a continuing mechanism for rights' clearances.

New Technological Developments

The Task Force was charged from the outset with examining the role of CPB with respect to "media applications to education." Its mission was considerably broader, therefore, than an examination of open-circuit broadcast radio and TV in relation to instruction. The term *instructional technology* was repeatedly used in the initial charge. As the Task Force faced up to its assignment, the wisdom of the charge became manifestly clear.

In delineating the role of TV and radio in instruction, it became increasingly evident to the Task Force that alternative modes of transmission should be combined with the use of open-circuit delivery. The Task Force recognized that open-circuit programming can provide high quality learning materials over wide geographical areas. Such programming should certainly be continued in order to meet the needs of the many school districts that are presently "satisfied customers." The members also have become acutely aware, however, of the need for maximum accessibility of materials to learners "on demand," the importance of flexible scheduling, the ability of teachers and learners to control *when* (and how often) *what* materials will be used in their teaching-learning experiences, and the need to provide materials that are relevant to local needs. The Task Force is convinced that only by the use of flexible delivery systems can these needs be met.

New delivery systems must be strengthened and/or created, i.e., ITFS, closed-circuit, cable TV, microwave, in concert with open-circuit transmission. Programs should be made available in a variety of formats if the education needs of the '70's and '80's are to be well served.

CPB cannot overlook these new capabilities nor should it regard them as

negative influences on public broadcasting. Actually, they open wider opportunities for CPB services to students and thereby justify requests for additional funds.

Only a comprehensive approach to the media will assure a systematic, balanced, across-the-board solution of educational problems.

This concept has profound implications for the role of CPB in the application of media to instruction. First, it implies that CPB should be as concerned with related nonbroadcast media applications as with broadcast applications. Second, it may also imply that CPB should seek to broaden its mandate to include other instructional services and/or delivery systems such as ITFS, cable television, CCTV, cassettes, video discs, and satellite communications technologies. Third, CPB may eventually want to seek from the Congress a change in its charter to become the Corporation for Public Telecommunications!

Recommendations

CPB should broaden its responsibilities to include nonbroadcast media applications, such as ITFS, cable TV, closed-circuit, satellite communications, video discs, and cassette technology. In order to amalgamate these services, there is a need for a national coordinating effort. The Corporation has provided such service in public broadcasting through PBS and NPR but there is a need to provide similar coordination efforts in the nonbroadcast media field. In keeping with these considerations, the Task Force recommends that:

1. CPB should provide information for both the education and public broadcasting communities on new technologies that are related to its mission.

2. CPB should explore and experiment with the development of inexpensive and/or cost-effective delivery systems for educational materials both to schools and to the communities they serve. It should take the leadership role in encouraging the production of instructional programs in a variety of formats—in video tapes, video cassettes, video discs, and through such nonbroadcast delivery systems as cable TV, satellite communications, and ITFS—in order to permit greater flexibility in the use of broadcast materials in the classroom.

3. CPB should promote the development and utilization of satellite communications to serve areas with limited or no access to public television via existing terrestrial means. Programs beamed via satellite to isolated regions would be particularly beneficial to students who need special help—the rural isolated gifted child whose school cannot afford to single out one or two gifted children for special help, the child from the migrant family, or the child in remote areas who is unable to study a given subject because no teacher is available.

4. CPB should support the study and development of educational programs utilizing two-way audio and video interaction. This interactive capability is currently in use in the Health-Education Telecommunications (HET) satellite experiments and is or will be available in all cable systems in the not-too-distant future.

5. CPB should encourage the FCC to expedite the adoption of necessary rules regarding equal standards in VHF and UHF turners in television receivers.

6. CPB should explore ways in which an interface of these nonbroadcasting components can be activated for the improvement of education.

New technological capabilities offer broader, more accessible and diversified educational options in today's world. They deserve attention now and in the future as the state of the art provides exciting possibilities to improve American education.

Promotion and Awareness

One of the almost universal recommendations from the respondents was that the Corporation for Public Broadcasting should take measures to increase general understanding of the values of instructional broadcasting. Discussions revealed that one of the obstructions to wide use of instructional broadcasting is a lack of understanding, along with a considerable misunderstanding, of its

purposes, uses, and values. During the past two decades, there have been reports of experimentation, released usually to the educational community, with fragmented coverage in the local press.

There has not been a concentrated national effort to acquaint the public with the new flexibilities and applications of instructional broadcasting. The need is a pervading one.

Recommendations

CPB should mount a continuing national effort, in cooperation with educational broadcast agencies or organizations, to develop understanding and acceptance of instructional broadcasting among educators, students, and the general public. In order to do this, CPB should implement the following suggested activities:

- Regularly circulate information about developments, results, and new programming to editors of journals and newsletters of the Advisory Council of National Organizations and other organizations so that they may inform their thousands of constituents.
- Publicize "success stories" where learning has been improved by the use of instructional broadcasting.
- From time to time, prepare attention-getting feature stories for national commercial and noncommercial publications.
- Produce and distribute single-idea spot announcements for radio and TV to promote the values of instructional broadcasting.
- Offer programs for national and regional conferences of major national organizations to inform constituents of developments and progress.
- Prepare, with school cooperation, several slide-sound presentations on the exciting aspects of instructional broadcasting and the Corporation's role in education for use at meetings of parents, educators, community groups, legislators. These should be made available to local stations with spaces for local additions.
- Disseminate information on important legislation relating to public broadcasting to gain public support and to give guidance to local stations for similar activity for local legislation. The need for support for public broadcasting, legislative and financial, should be included in all stories and releases, subtly or bluntly, according to the mood and circumstances of the moment.

Note: Persons experienced in public relations will know how to implement an effective program. They will modify and expand these suggested activities. Almost every group and individual interviewed emphasized the need for CPB to make a concerted effort in this area.

Concluding Statement

In the foregoing report, the Task Force has reflected the messages of many voices from across the nation; the vast majority were in harmony with the purposes of the study and in agreement with prescriptions for action. If the recommendations to CPB seem somewhat repetitive, it is because of the desire of the Task Force to transmit accurately those phrases which respondents oft repeated and underscored.

The suggestions revealed that educators and instructional broadcasters support CPB's new attention to instructional broadcasting and hope for the allocation of CPB's resources to develop instructional broadcasting into a significant and integral part of the educational process.

From the volume of suggestions, an important concept emerged: Instructional broadcasting includes more than programming. Relevant and accessible programs, good utilization, skillful teachers, appropriate use of nonbroadcast technologies—all must be understood, combined, and balanced for effective application to learning.

This report offers an historic opportunity for CPB to facilitate the progress of instructional broadcasting to the level of distinction achieved by public broadcasting in this country.

Appendix:

Additional Program Suggestions

The following list was prepared by Dr. Harold Wigren from recommendations made at extensive meetings with educators and broadcasters, including 17 mini-conferences held during conventions of national organizations.

Secondary Level

1. Metric System—Demonstrate practical uses in everyday life rather than comparisons with present system of measurement
2. Space science—To help students understand significance of space to future of humans
3. Programs to inform students on crises—Food, energy, economy, ecology and rally support to find solutions
4. Programs featuring—Simulated decision-making situations (government, civic, business) to permit student participation in assessing data and arriving at decisions
5. Open-ended dramatized situations that terminate at the decision-making moment to help students cope with problems such as drugs, sex, ethnic discrimination, generation gap, drinking, cheating, dropping out of school, getting into college These programs on radio and/or TV could be the basis of discussions in school, at home, in club groups and other gatherings of young people
6. Dangers of dieting without guidance
7. Interracial cooperation—To help bridge gaps between English speaking and non-English speaking students.
8. History related to the Bicentennial
9. Restoring confidence in government
10. Interpretation of new developments in current affairs for students
11. Homework helper—A different subject featured each week night to answer phoned or mailed questions on the air
12. Discussions by teen agers of current teen age problems with open phones at local stations with experts and student panels to answer questions
13. Problem solving games in mathematics—Answers phoned or mailed to station. Acknowledged on the air
14. Career guidance to provide overview of the world of work to open vistas and stimulate aspirations of students—with parent involvement to reinforce presentations by career experts
15. Series showing "How to" by experts in such careers as TV repair, auto mechanics, plumbing, telephone servicing, for distribution to areas where vocational education is minimal
16. Programs for homebound
17. Radio programs prepared for busses to give instruction during long rides
18. Programs to provide alternative education opportunities: mini-courses to offer a variety of student choices; programs for drop-outs and potential drop-outs; programs integrated with open space learning, store front schools; schools without walls
19. Student rap ressions on topics of interest to them
20. Urban studies
21. Series on Economic Education
22. Consumer Education Series for High School students: Simple "How to do it"—i.e., opening a bank account, making loans, filling out income tax forms, etc.
23. Instruction in Spanish in basic curriculum areas
24. Series called Humanities of Service
25. A package of series on the teaching of French containing both TV and radio segments.

Elementary Level

1. Telling and dramatizing excellent children's literature
2. Stories from around the world
3. Children's art—within U.S. and from other countries—exchanges
4. Need for conservation—food, energy, water, animals, plant life
5. Safety—traffic hazards for pedestrians—bicycle safety
6. Spelling games
7. Cultures of Indians, Eskimos
8. Children's hobbies

9. Outstanding children's performances —music, dance, art, drama
10. Acquaint children with opportunities in world of work to help them decide later on careers
11. Nutrition
12. Radio—Sesame Street (for national distribution)
13. Children's Literature--open ended stories.

Teacher Education Programs

1. Elementary reading to motivate and enhance learning
2. Metric system—How to begin at any level with students unfamiliar with it
3. Remedial math, particularly at middle school level
4. Demonstrations of techniques of inquiry, discovery, interaction
5. How do we mesh the progress of science with the concerns of the ecologists to fulfill the needs of people?
6. Education digest for teachers—Brief reviews of new publications of interest to teachers.

Report of the Task Force on Post-Secondary Formal Education

Introduction

Many Americans who wish to undertake college credit programs are unable to do so through traditional on-campus instruction. To serve these potential students the Corporation for Public Broadcasting (CPB) should join with the collegiate community to develop instructional programs using broadcast elements. These programs will be effective to the extent that institutions and broadcast systems cooperate in curriculum design, production expertise, dissemination of broadcast and non-broadcast components, and the maintenance of standards of quality. Many of the mechanisms for cooperation are already in place. Some are now being used successfully. CPB's role should be to act as a stimulus and catalyst for extending and supplementing their use.

During 1974 the ACNO Post Secondary Formal Task Force held four sessions and conducted six regional conferences as well as completing a survey of experts in instructional broadcasting and post secondary teaching.

The Task Force recommendations and suggestions for implementation outline working roles for the Corporation for Public Broadcasting and its related delivery systems: Public Broadcasting System, National Public Radio, and the Public Broadcasting stations. They also suggest working roles for universities, colleges, community colleges, and their regional and national consortia, specialized organizations, and associations. Topics covered include audience analysis, determining curricular needs, instructional design, production of materials, training programs, new requirements for delivery systems, copyright and clearance issues, and providing information where and when needed.

Existing national models that have worked well have stimulated high interest in the projected developments discussed by the Task Force. It believes that during the next five years, with the help of CPB, the doors of post-secondary formal education can be opened significantly wider through broadcast instruction.

Summary of Recommendations

The Post-Secondary Formal Education Task Force recommendations to the CPB:

RECOMMENDATION 1: Cooperative Development

Cooperate with post-secondary institutions and other broadcast organizations at the national, regional, state, and local level to establish desirable patterns for the mutual development of post-secondary formal educational courses that include broadcast components.

RECOMMENDATION 2: Consortia

Encourage consortia and ad hoc groups of institutions to develop and use post-secondary courses with broadcast components.

RECOMMENDATION 3: Audience Analysis

Assist post-secondary institutions and public broadcasting stations with the identification and analysis of the characteristics and needs of the potential audiences for post-secondary formal education to be served primarily through broadcast instruction.

RECOMMENDATION 4: Curriculum Ascertainment

Develop processes for the identification of national, regional and local curriculum needs, working closely with post-secondary institutions and public broadcasting stations in the ascertainment of needs. CPB supported projects should generally answer national post secondary curriculum needs.

RECOMMENDATION 5: Research

Commission and encourage research that will further the evaluation, design, production, and delivery of post secondary broadcast courses. A special area of examination should be cost-benefit considerations.

RECOMMENDATION 6: Legal Problems

Take a vigorous leadership role at the national level on behalf of both educational broadcasters and institutions to alleviate the many legal problems associated with copyright, royalties, and clearances which directly and adversely affect the potential for broader and more productive use of post-secondary broadcast courses.

RECOMMENDATION 7: Design and Production

With the cooperation of public broadcasting stations, encourage and support the design and production of broadcast courseware by institutions and organizations responsible for credentialling. CPB should assist in the planning and provision of funds for development and dissemination not only of such broadcast courseware, but also supplementary print materials, audio and video cassettes, and instructional kits which are integral parts of such courses of instruction. CPB supported projects should include student-user involvement in the design and developmental phases.

RECOMMENDATION 8: Training

Support and encourage organizations and institutions in training institutional, stations, and other media personnel to improve post-secondary educational course design, development, and delivery.

RECOMMENDATION 9: Delivery

Coordinate and serve as a catalyst, in concert with the national and regional public networks, to develop delivery systems that assist post-secondary institutions and broadcast stations to offer credit courses more effectively. Broadcast components of the courses should be disseminated through the public broadcasting stations, while responsibility for the delivery of non-broadcast course materials should reside with educational institutions.

RECOMMENDATION 10: Media Literacy

CPB should encourage post-secondary educational institutions to develop student and faculty training programs in the critical evaluation of materials presented through broadcast media.

RECOMMENDATION 11: Clearinghouse

Assist with the development and operation of clearinghouse and library resources to distribute and exchange information about post-secondary broadcast courses and practices, employing and building upon capabilities of existing institutions and organizations.

RECOMMENDATION 12: Advisory Committee

Establish a post-secondary educational advisory committee to assist the CPB Education Office and Board in carrying out these recommendations and to advise on future developments.

Statement of Present and Emerging Needs of Education

This society, and that of the future, demand not only innovative and improved forms of higher education, but a wider dissemination of that higher education to those not presently served. Only in the past decade have opportunities for access to post-secondary education been offered to such nontraditional students as workers, the handicapped, minorities, mature men and women, and women with small children.

College credit courses which employ radio or television as a means of delivery are today being produced by various post-secondary educational institutions, sometimes independently, sometimes in collaboration with other colleges and universities or with neighboring broadcast facilities. The purpose of this Task Force has been to examine whether and how the Corporation for Public Broadcasting and its sister national agencies, the Public Broadcasting Service (PBS) and National Public Radio (NPR), can best participate in the development and delivery of credit course offerings aimed at substantially improving the welfare of the general public.

In reaching its recommendations, the Task Force calls attention to the following considerations which control or explain the limits to CPB involvement implicit in our recommendations:

The Students to be Served

Recent studies identify more than 20 million persons in the United States who annually participate in post secondary instruction. This includes a large number who seek college credit, but cannot enroll in courses on a campus. The primary target for CPB should be those students and potential students of all ages who wish to enter or reenter colleges and universities and seek an official collegiate certificate or degree. This non-traditional student body is composed of persons of widely diversified backgrounds, ages and needs, from teen to senior citizen. Frequently, not only have many years elapsed since their formal education, but they either will not or cannot avail themselves of education in the traditional manner. However, the media must be, and can be, effectively employed to bring quality education to them on their terms. Secondary targets will be auditors seriously interested in learning the subject but not desiring a degree. A third target will be a large general audience hearing or viewing the broadcast portions of a course for information and pleasure.

Considerable experience now exists to assist with the effective design and delivery of such special courses for this student clientele. The British Open University, the Commission on Non-Traditional Study, and the Faure UNESCO Commission, are examples of activities from which valuable data can be obtained.[1]

The Nature of Academic Credit

By law and custom, the awarding of college credit has been the responsibility of collegiate institutions authorized to grant certificates and degrees. Although in recent years a number of organizations have developed programs to evaluate unconventional learning and *recommend* credit for it, the *award* of credit is still, and will remain, with the collegiate institutions. All noncollegiate agencies which participate in the instructional process must therefore play roles which cooperate with and complement the central role of the institution. This consideration applies to CPB and its affiliated broadcasting agencies, as well as to publishers, suppliers of instructional equipment, and others that form part of the course delivery system.

Local, Regional, and National Efforts

Traditional collegiate instruction has been aggressively local through most of its history. Geographically, the individual campus is where instruction takes place. Degrees are awarded only to those students who appear on that campus. Recently, however, credit instruction has been given off campus in nearby regions or statewide, and credits (sometimes even degrees) have been

[1] cf. Maclure, S. "England's Open University," **Change**, 1971, 3, 62-22. Gould et al. **Diversity by Design**. San Francisco: Jossey-Bass, 1973; and Faure et al. **Learning to Be**. Paris: UNESCO, 1972.

awarded students who seldom or never see the central campus. Following achievements in the development of the evaluation component (e.g., College Level Examination Program [CLEP] the Servicemen's Opportunity College, the Commission on Accreditation for Service Experience [CASE] recommendations), a few programs are now under way to expand to other regions and to the nation as a whole the instruction component of the collegiate process. In fact, parts of the instructional component have been national and international for a long time, notably the part that depends on books. Correspondence courses and, more recently, film, filmstrips, and cassettes are also part of this universay component. It is the purpose of the Task Force's recommendations to suggest a role for CPB in expanding the initially local instructional efforts of colleges and universities to a regional and national basis, *where this is appropriate.*

Hindrances in the System

If we grant that there is an unserved credit-seeking student population, and that it might be served by better use of instruction delivery at least in part through broadcasting media, what has hindered colleges and broadcasters from supplying the needs earlier, and where might CPB contribute? The Task Force has identified the following hindrances:

Financial problems. To college faculty and administrators, the reported costs of broadcast instruction seem to far outweigh the costs of r[illegible]ident instruction, particularly when they have no knowledge of cost-benefit models. And, most significantly, and especially critical in a period of inflation and educational "belt-tightening," legislative appropriations and general fund support to further instructional broadcasting has been forthcoming in only sporadic and limited amounts.

Lack of experience. A limited number of faculty members and college administrators have had experience with using broadcast media for instruction. For some of these the experience has been negative. Station managers and production staff very often lack experience (or good experience) with producing and broadcasting collegiate courses. Training programs in colleges or in broadcasting for the most part have not as yet focused on preparation for broadcast instruction.

Audience. Assertions about the size and nature of the target audience are based only on aggregates of a limited number of sample survey responses, and may, for any particular institution or station, be unreliable. New techniques applied locally and aggregated regionally and nationally will be needed before a program in college-credit instruction can be confidently undertaken on a broad basis.

Copyright and other legal matters. Copyright, royalties, user fees, and other matters of law and contract may already be, or become, insurmountable obstacles even for local course programming.

Information. A great deal of information about what exists, what does and does not work, and what is being planned in broadcast instruction is available, but little has yet been done to make it available in usable form to the many who need it.

Quality and Quality Control

Traditionally, colleges and universities have established their own standards of quality, both for what they offer to the students and for the performance of students for credit and certification. To assure that standards are regionally and nationally adequate, they have established regional and national accrediting agencies to make periodic program reviews. In the quality control of the public broadcasting industry, no effort has yet been made (except in *Sesame Street* and *Electric Company*) to emphasize *educational* considerations as the primary ones. If broadcasters are to work with institutions on credit courses, each will have to join with the other to bring educational and broadcasting standards into harmony. The Task Force believes that CPB has a unique potential to operate both as a coordinating agency and as a catalyst to solve problems in post secondary educational broadcasting.

Building on Strength

Despite the difficulties noted above, expansion and improvement of local efforts in broadcast instruction can build on the following favorable factors:

(a) Recognition by the post secondary community that media, where systematically and intelligently employed, have the ability to motivate, to change attitudes, and to modify American life for the better;

(b) The existence of CPB and the public TV and radio stations as professional operating entities with a mission that includes formal education;

(c) The commitment of colleges and universities experienced in post-secondary credit instruction;

(d) Mechanisms that insure quality for both post-secondary educational institutions and broadcasters;

(e) Consortia with successful experience in both the design and delivery of broadcast instruction for credit;

(f) The existence of other consortia, regional associations, and national associations with talents and resources that might be directed in part toward expanding broadcast instruction regionally and nationally;

(g) Recognition by the post-secondary community that adequate time, facilities, staff and funding are required to produce academically sound courseware of professional quality.

The Suggested Roles of CPB

The Task Force recommends that CPB:

(a) Establish a clearinghouse/library to close the information gap;

(b) Review copyright policy;

(c) Use the formality of the Request for Proposal (RFP) as a means of assuring that whatever CPB funds has a reasonable promise of success in reaching a real audience with a program that will earn college credit for the earnest student. Thus, the RFP will demand that each proposal meet specified criteria or guidelines to receive favorable consideration for CPB funding.

The Task Force has *not* specified what these criteria should be. Developing results acceptable to project proposers in each area is in itself a complex undertaking. Thus, the Task Force recommends in each case that CPB Education Office, with the assistance of an advisory committee, initiate the development of criteria/guidelines, and then build them into the RFP's where appropriate. The areas to be covered are: involvement of consortia in proposals, criteria for needs assessment, training components in proposals, appropriate student/user involvement, determination of the target audience, and the use and conduct of research.

Presentation of the Recommendations

RECOMMENDATION 1: Cooperative Development

CPB should cooperate with post-secondary institutions and broadcast organizations at the national, regional, state, and local level to establish desirable patterns for the mutual development of post-secondary formal educational courses that include broadcast components.

Explanation: Post-secondary credit courses using public broadcast elements must, by definition, be cooperative efforts between the collegiate institutions and the producing broadcasters. Furthermore, neither the institutions nor public broadcasting are monoliths that can easily coordinate their relations. Each group is composed of independent entities (e.g., colleges, radio stations). At present, colleges and universities are not well organized to collaborate easily with public broadcasting. Nevertheless, a number of local, regional, and national consortia and associations of institutions exist. Given appropriate encouragement, these may act as catalysts encouraging a cooperative approach.

As CPB moves more deeply into educational fields, the Task Force suggests the Corporation take the initiative in bringing together representative academic and broadcast agencies, as well as others (e.g., publishers, librarians) that may in time be involved in the production and dissemination of broadcast instruction. The eventual goal is to identify a variety of coordinating mechanisms that ensure the teamwork necessary to prepare and deliver good

Office of the Corporation then would be able to work directly with counterpart offices and member units of the organizations in joint efforts with the public broadcasting networks and stations.

2. The Education Office should take the initiative in the planning and development of an effective system and procedure for interorganization cooperation and coordination.

3. The Education Office should see that procedures are established for identifying the target audiences, determining their educational needs, developing program resources, and evaluating educational results.

4. These systems and procedures should include standards and programs.

As an initial step, CPB's current and planned interests in the educational field should be made known through a new statement of its educational mission derived from the work of the Task Force, ACNO, PBS, NPR, and the CPB Board and staff.

Implementation Strategy: The Task Force suggests the following as basic to the implementation of its twelve recommendations. Where *additional* steps are needed, they are identified in the specific recommendation.

1. CPB should establish a systematic working relationship with appropriate national post-secondary educational organizations. The Education criteria for operation, administration, funding and utilization.

5. All proposed projects, programs, and/or studies should be reviewed and evaluated by a panel of selected professional consultants.

6. The recommendations of the consultant panels then should be reviewed by the Advisory Committee of the Education Office, and its suggestions along with the advice of the Office be forwarded to the CPB Board for final approval and authorization.

RECOMMENDATION 2: Consortia

CPB should encourage consortia and ad hoc groups of institutions to develop and use post-secondary courses with broadcast components.

Explanation: The limited resources available for post-secondary institutions and for public broadcasting dictate working together for common purposes. The creation, development, and production of complex multi-media courses require additional talented staff, increased cost, more complex utilization patterns, and different design solutions. These complexities, as well as limited broadcast opportunities, tend to encourage joint cooperative efforts.

Many types of consortial activity now exist to broadcast post-secondary formal education courses. The Task Force suggests that these and other patterns of cooperation should be fostered by CPB to encourage joint efforts in high quality production of course materials and their increased utilization.

Reflecting the current trend toward greater autonomy and decision-making by the local public broadcasting stations, CPB's involvement should facilitate regional and decentralized decision-making and production in the area of post secondary formal education. CPB should recognize and assist, as appropriate, with the encouragement of the sharing of resources and in the "diversity of design."

Implementation Strategies: Regional consortia could be organized by action initiated by CPB, but it is more likely that existing regional consortia already operating as a service to post secondary education will move forward to assume regional consortial leadership. Large regional groupings might be organized through regional planning sessions. Consortia can play an important role in helping CPB identify needs, target audiences, program resources, and regional course approval. They also can work with regional networks, state and local institutions, and local stations in distribution and utilization of programs.

RECOMMENDATION 3: Audience Analysis

CPB should assist post secondary institutions and public broadcasting stations with the identification and analysis of the characteristics and needs of

the potential audiences for post-secondary formal education to be served primarily through broadcast instruction.

Explanation: In this area the Task Force follows the recommendation of the Commission on Non-Traditional Study and suggests that the prime target for broadcast courses should be those not presently served by campus-bound academic programs. The role of CPB should be to assist educational institutions and educational agencies through broadcast instruction, to expand the possibilities for adults to enter or re-enter the system of post secondary formal education.

The Commission on Non-Traditional Study and others have already described many of the important features of the non-traditional student target audience. CPB should utilize this and other related studies to improve the delivery systems available and the delivery activities capacity to function interactively with this type of student. In this process, it will be necessary to identify and select the target audience at the local, state, regional, and national levels.

Implementation Strategy: The generalized implementation strategy presented with Recommendation 1 is applicable to this suggestion.

RECOMMENDATION 4: Curriculum Ascertainment

CPB should develop processes for the identification of national, regional, and local curriculum needs, working closely with post secondary institutions and public broadcasting stations in the ascertainment of needs. CPB-supported projects should generally answer national post secondary curriculum needs.

Explanation: The Task Force believes that the ascertainment of post secondary educational needs at the local level is the first major step in courseware design and production. The Extension Division staff of universities and colleges and the community service staff of community colleges continuously assess community educational needs for potential course offerings, and have been defining potential target audiences for many years. Following their example, and using these mechanisms, it is recommended that the station staff and the institution staff develop close working relationships to improve ascertainment methods and processes.

The second major step in the process is the ascertainment of educational needs at the state and/or regional levels, and the design of courseware related to these particularly as they may differ from those germane at the local level.

The third major step is the ascertainment of what may be determined as national post-secondary formal educational needs, and the design and production of appropriate courseware.

Major decisions on the use of courseware take place at the local institution level. It is, therefore, imperative that the needs ascertainment at all levels review the requirement for granting of credit for all course suggestions by the educational institutions. CPB, through the Education Office, should assist local institutions and stations, and state and/or regional systems or consortia in the ascertainment of need and the courseware design process. From this activity identification of national needs should emerge.

Implementation Strategy: The generalized implementation strategy presented with Recommendation 1 is applicable to this suggestion.

RECOMMENDATION 5: Research

CPB should commission and encourage research that will further the evaluation, design, production, and delivery of post-secondary broadcast courses. Cost-benefit considerations should be a special area of concern.

Explanation: Although there have been many research studies on educational broadcasting over the past 25 years, the Task Force believes that there is a distinct need on the part of post-secondary institutions and organizations to conduct more sophisticated research and evaluation into course design, production standards, and delivery

methods that could be used nationally. Ideally, this research and evaluation would be designed to provide results which could be readily applied to projects developed by both post-secondary institutions and public broadcasting stations and networks. The Task Force analyzed the suggestions from the regional conferences relating to the need for definitions of costs. It suggests that CPB, PBS, NPR, and other agencies should encourage research design studies of theoretical elements of cost-benefit analysis for post-secondary institutions and public broadcasting stations. The elements of cost-benefit analysis would vary with their application by different institutions or stations.

Implementation Strategy: The generalized implementation strategy offered for Recommendation 1 is applicable to this suggestion.

RECOMMENDATION 6: Legal Problems

CPB should take a vigorous leadership role at the national level on behalf of both educational broadcasters and institutions to alleviate the many legal problems associated with copyright, royalties, and clearances which directly and adversely affect the potential for broader and more productive use of post secondary broadcast courses.

Explanation: CPB should take the lead and marshal efforts of many groups in the solution of the problems directed toward assisting educational organizations and agencies with copyright concerns. CPB should attempt to gain off-the-air educational recording rights for educational institutions of broadcast course materials and other potential course materials which it acquires or finances. While this may involve paying front money royalties, it will enable educational institutions to provide alternate viewing-listening-study time for non-traditional students attending community study centers. CPB should represent the public and use public funds to benefit the learning public. The additional costs which might be involved could eventually be assumed by the user institutions on a formula compensation basis.

The regional planning conferences agreed that to make effective use of educational materials produced by and for public broadcasting, all publicly funded products should be in the public domain. Thus, present and potential students will have access to these materials. To provide for maximum use and benefit by the public, CPB should insist to the extent negotiable, that all instructional media materials used on public broadcasting be free of all fees and other legal restrictions.

Implementation Strategies

1. CPB legal staff should meet with potential and current program producers to analyze the problems and costs for off-the-air recording rights for post-secondary institutions.

2. In view of impending legislative developments in the copyright field, CPB should hold a national planning conference on copyright and recording problems for post-secondary education as soon as possible.

3. CPB should immediately direct its staff to conduct a survey of current policies and practices in post secondary education pertaining to copyright, royalties, and clearances. The results of this survey should be widely disseminated.

RECOMMENDATION 7: Design and Production

With the cooperation of public broadcasting stations, encourage and support the design and production of broadcast courseware by institutions and organizations responsible for credentialling. CPB should assist in the planning and provision of funds for development and dissemination not only of such broadcast courseware, but also supplementary print materials, audio and video cassettes, and instructional kits which are integral parts of such courses. CPB-supported projects should include student-user involvement in the design and development phases.

Explanation: CPB should recognize that courses presented through media systems can only be given credit

by an external agency, i.e., the post secondary institution. Therefore, CPB and the stations must develop close cooperative working relationships with institutions having the credit decision-making role in the use of the courses. It is also important for CPB to recognize that institutions have varying credit and entrance requirements, and that varying accreditation standards exist in different regions of the country.

The initial role of the Education Office of CPB is to involve national educational association, regional consortia, state higher education systems, and local institutions in the curriculum development of the *non*-broadcast materials which are a significant part of this effort.

If the CPB Education Office works carefully with the institutions and agencies from the beginning, the problem of college credit is not an impossible task. The involvement and participation of the public broadcasting stations is essential to the design and production of the courseware as well as the dissemination. National consortium courses presently offered on broadcasting stations, in newspapers, and by mail have had no major difficulties if they provided high quality, faculty involvement, much lead time for faculty analysis of the academic material, and local involvement to meet local academic needs.

Implementation Strategy: The generalized implementation approach presented for Recommendation 1 is applicable in this instance.

RECOMMENDATION 8: Training

CPB should support and encourage organizations and institutions in training institutional, station, and other media personnel to improve post secondary educational course design, development, and delivery.

Explanation: The quality and use of programs employing broadcast media will depend heavily on the training and experience of the academic and station personnel involved. Until training for broadcast instruction has become firmly established, the Task Force recommends that CPB:

1. Require that each proposal for support of an academic course include provision for training where appropriate, and

2. Encourage the submission of proposals for training (e.g., workshops, internships) by organizations and academic agencies representing station and institutional interests. CPB itself should not conduct such training.

3. Special emphasis should be given to programs for minority faculty and minority station staff.

Implementation Strategy: The generalized implementation strategy presented for Recommendation 1 is applicable in this instance.

RECOMMENDATION 9: Delivery Systems

CPB should coordinate efforts and serve as a catalyst in concert with the national and regional public networks, to develop delivery systems that help post-secondary institutions and broadcast stations to offer credit courses more effectively. Broadcast components of the courses should be disseminated through the public broadcasting stations, while responsibility for delivery of the non-broadcast course materials should reside with the educational institutions.

Explanation: Each post-secondary educational program supported by CPB will use broadcast elements. Important *at the planning stage* is the wise choice of these elements among options that include not only public TV and radio production and transmission, but also such options as cable television, satellites, videocassettes, learning centers, and instructional media libraries. In addition, few if any such programs will be delivered solely in electronic form. Most will require a variety of materials in print, and the distribution of these materials through institutions, bookstores, mail order, and other outlets.

The Task Force believes that the time for integrating the production and delivery components of an educational program is in the early stages

of design. Desirable as this may be, the regional meetings conducted by the Task Force indicated clearly that too few persons interested in expanding broadcast instruction are sufficiently informed to plan adequately for integrating production and delivery systems. In time, experience and the activities of the clearinghouses recommended below will resolve some of the problems. Meanwhile, the Task Force recommends that CPB (1) provide consultants to those planning programs, (2) in collaboration with other organizations, establish workshops dealing with the problems and their solutions, and (3) approve only those funding proposals that show evidence of adequate integration of the various production and delivery mechanisms.

Implementation Strategy: The generalized implementation suggestions presented with Recommendation 1 are applicable in this case.

RECOMMENDATION 10: Media Literacy

CPB should encourage post-secondary educational institutions to develop student and faculty training programs in the critical evaluation of materials presented through broadcast media.

Explanation: Since 1945 there has been a rapid increase in audience time given to radio and television. These media are constantly being utilized in more sophisticated ways to inform as well as to entertain. This Task Force believes that it is part of CPB's role to assist in the development of excellent and diverse programming for the American people. One of the best ways to encourage such programming is to give the broadcaster access to an audience that is knowledgeable, critical, and able to appreciate the fine points of broadcast technique and content.

The Task Force notes further that the effectiveness of broadcast instruction depends also on the sophistication of the audience—their "media literacy," akin to the understanding of the written word to which schools and colleges devote much of their instruction. The Task Force believes that improving the media literacy of the public is the responsibility of educational institutions. This should be accomplished through classroom instruction, the preparation of teachers at all levels, and the retraining of those now teaching. The Task Force recognizes that CPB's role in the training of such audiences is not a primary one, but as CPB moves into its educational programs, it should take formal steps to raise this issue. CPB should be ready to contribute advice and expertise and, where appropriate, funds to those organizations and institutions experimenting with solutions.

Implementation Strategy: The generalized implementation strategy presented with Suggestion 1 is applicable to this recommendation.

RECOMMENDATION 11: Clearinghouse

CPB should assist with the development and operation of clearinghouse and library resources to distribute and exchange information about post-secondary broadcast courses and practices, employing and building upon capabilities of existing institutions and organizations.

Explanation: A number of local and regional centers now collect information about post secondary credit courses that include a broadcast component. However, their capacity is limited and they cannot provide the quality and quantity of information and services that the expansion of broadcast-assisted instruction envisioned by the Task Force will require. CPB, therefore, is urged to take the first steps to develop a national and regional *plan* for the services listed below. It is not the intent of the Task Force that CPB carry out these activities. On the contrary, it should build on resources that currently exist. Existing regional and national organizations should be involved in the consideration of the old and new structures that may be necessary to offer services such as the following:

1. Providing development and evaluation data about instructional pro-

grams using broadcast media and an annotated, periodical catalog of such data. Criteria for listing programs should be based on standards related to the roles of public broadcasting stations (i.e. CPB is not responsible for all educational programs, or those without relations to public broadcasting).

2. Providing access to programs for both public and commercial stations and educational institutions, including assistance in acquiring clearance and rerun rights.

3. Providing periodical publication dealing with significant developments in public broadcast instruction.

4. Providing consultant services to both institutions and public broadcast stations.

5. Providing guidelines for quality in planning, production, and dissemination.

6. Providing assistance in bringing together institutions and stations with potentially complementary interests in post-secondary instruction.

It is assumed that the clearinghouse/library functions listed above may require both a national center and several regional centers. (Some regional centers now exist.) CPB's role should initially be to investigate needs at local, regional, and national levels; next to encourage, and perhaps fund, the expansion of the capabilities of existing organizations, and finally, if necessary, itself to provide for services that cannot be met through existing organizations.

Implementation Strategy: The generalized implementation strategy presented with Recommendation 1 is applicable in this instance.

RECOMMENDATION 12: Advisory Committee

CPB should establish a post secondary educational advisory committee to assist the CPB Education Office and Board in carrying out these recommendations and to advise on future developments.

Explanation: The Task Force believes that a special post-secondary advisory committee is needed for the following reasons:

1. The diffuse academic administrative decision-making process of post-secondary institutions,

2. The unique problems related to the granting of credit by these institutions,

3. The technical problems of cooperation between these institutions and the public broadcasting affiliates and agencies, and

4. The problems that will arise in the development of criteria for proposal design and project funding.

This committee in the fulfillment of its services to the Office and the Corporation, will have a continuing responsibility to work in close cooperation with local, state, regional, and national post-secondary institutions and educational organizations, and with the public broadcasting networks and stations. This advisory committee should have representation from post-secondary education institutions, public broadcasting, and the public sector.

The Committee and Its Functions

1. The Advisory Committee should be an integral part of the approval mechanism and the funding process of post secondary formal education projects.

2. The Advisory Committee members should be appointed for 3 year terms.

3. The Advisory Committee should meet at least twice a year with other groups formally associated with CPB working on other projects in education.

4. Whenever appropriate, the Washington meetings of the Advisory Committee should include invited guests from PBS, NPR, HEW, learned societies, and other governmental, industrial, and educational agencies and organizations.

5. The Advisory Committee should develop a 3 to 5 year development plan for CPB to meet emerging education needs and development opportunities.

Report of the Task Force on Adult Education

Introduction

The Charge to the Task Force

The ACNO Task Force on Adult Education was constituted and convened for the purpose of developing recommendations for a master plan for involvement of the Corporation for Public Broadcasting in adult education activities, working in concert with other organizations currently engaged in adult education programs of all kinds. The Task Force identified two major objectives for its efforts:

a. The development of a national delivery/utilization system model for adult education activities which would identify the respective roles of CPB, PBS, NPR, local stations, educational institutions, social organizations and clientele groups, including the broadcast components and the administrative requirements for effective operation of the system.

b. The development of a mechanism through which national programming priorities in adult education would be identified and their core elements defined within a flexible system capable of adaptation and modification to serve a multiplicity of local situations. Although the project had originally called for the specific identification of three high-priority programming areas and core curriculum elements for each of the three priority areas, the Task Force ultimately decided that its recommendations to ACNO should focus primarily on the articulation of criteria for identification of national programming priorities and program content as part of the national delivery/utilization system. In that way, CPB could identify *current* national programming priorities in adult education and use the same system to identify priorities in future years.

Task Force Organization

The Task Force on Adult Education was selected from the ranks of experienced educators and broadcasters, together with representatives of the general public and special clientele groups. Every effort was made to ensure as broad geographic representation as possible. The members of the Task Force have represented their own thinking and experiences; they have not served as representatives of the organizations or institutions with which they are affiliated.

The Task Force has been assisted in its efforts by four special advisory groups.*

a. An Association Advisory Group composed of staff persons of major national associations with a vital interest in adult education and in broadcast media. Its role was to serve as a

* The activities and recommendations of these groups are presented in more detail in the appendices to this report.

vehicle for orientation of national office staff personnel on the work of the Task Force and as a feedback mechanism for suggestions and recommendations from the associations.

b. A Government Advisory Group composed of staff personnel from federal agencies with major adult education responsibilities either for the training of their own personnel or for programs directed toward the public. In developing their recommendations to the Task Force, the members of this group represented their own individual thinking and not the official positions of their respective agencies. The role of this group was orientation of its members on the objectives of the Task Force effort and analysis of the potential of a national delivery/utilization system that might help to meet federal adult programming needs in both in-service training and Congressionally approved general-public-oriented activities.

c. A Special Consultant Group composed of 16 persons who are nationally knowledgeable and experienced in multi-site educational programming and/or public broadcasting. This group was assigned the responsibility for developing and recommending a model for a national delivery utilization system for adult education programming. The group's charge was to develop this model using the current public broadcasting media (radio and television) as a base without excluding the possibility of using alternate media systems (cassettes, closed circuit, cable, satellite) to satisfy the diverse needs of the heterogeneous clienteles in adult education.

d. A National Conference on Program Priorities attended by 35 program specialists, with seven specialists in each of five major program areas in adult education: adult basic, vocational/technical, professional, general public service, and social problem solving. The conference participants were to identify two to four program priorities in each of the five major program areas, out of which the three highest national priorities would emerge.

Task Force Philosophy and Methodology

In approaching its charge with respect to public broadcasting, the Task Force made certain assumptions which it believes are essential for the achievement of the fullest educational potential of public broadcasting. The Task Force has taken the following as its points of departure for the succeeding discussion and recommendations:

a. All programming should be directed toward progressively improving the quality of education.

b. The traditional and well-documented approaches to quality education through reading, laboratory work, and other tested methods of instruction should be respected and fully supported. The Task Force's goal is the full utilization of the educational resources and potentials of radio and television in complementary and supplementary educational efforts.

c. Every feasible instructional technique should be utilized to expand continuing participation in educational programs by an ever-increasing proportion of our total population.

The Task Force initially made a thorough study of available data on trends in adult education and of the Witherspoon report on current practice and trends in public broadcasting. Further, it carefully reviewed recommendations from its own auxiliary bodies, including the Association Advisory Group, the Government Advisory Group, the Special Consultant Group, and the National Conference on Program Priorities. A strong consensus emerged as Task Force recommendations took shape on the basis of accumulated evidence of an increasing interest in and need for adult education programming. The Task Force concluded that public broadcasting, like every other contemporary social institution, must find ways to serve this need. The group agreed, moreover, that since adult education clienteles are often few in number in individual communities but very numerous in the total national aggregate, public television and radio as mass media have a unique capability to provide focus for national programming designed for adaptability to local interests and needs and to widely dispersed audiences. Further, it was the Task Force's judgment

that the current operation of American public broadcasting, with its intensive system of interactions among local and national agencies, could well serve as the basis for a new national adult education programming effort. The recommendations of the Task Force are conceived as guidelines for development and implementation of such a programming effort.

Summary of Recommendations

The Task Force's recommendations are focused on three major categories: criteria for selection of national adult education programming priorities, a national/local cooperative planning and utilization system, and alternate utilization systems.

Criteria for Selection of Adult Education Programming Priorities

Recommendation No. 1: That CPB utilize specific criteria for identification of national adult education programming priorities. The Task Force recommends at least these five criteria for each program selection:

a. Will it serve large numbers of people?

b. Will it be capable of multi-level audience utilization with the addition of appropriate learning situations?

c. Will it serve a compelling public interest?

d. Will it be an appropriate use of public broadcasting?

e. Will it have potential for repeated utilization over a reasonably long period of time?

A National/Local Cooperative Planning and Utilization System

Recommendation No. 2: That CPB encourage organization of local "adult education broadcasting councils" in areas where adequate advisory mechanisms involving local adult education user organizations and institutions do not exist.

Recommendation No. 3: That CPB use the "adult education broadcasting councils" to generate programming priorities based upon inputs from local and national sources.

Recommendation No. 4: That CPB fund the planning and development of projects identified by the programming priorities system.

Recommendation No. 5: That CPB actively seek additional funds for development of national adult education programming.

Recommendation No. 6: That CPB seek to ensure that adult education programming can be utilized by supplemental distribution systems.

Alternate Utilization Systems

Recommendation No. 7: That CPB study, with appropriate agencies, ways in which alternate media distribution systems can be utilized or established where broadcast services are inadequate to meet the needs of adult education programming for its many clientele groups.

Present and Emerging Needs in Adult Education

Adult Education vs. Full-Time Student Participation *

Adult Education in the United States is a rapidly growing field, but many significant needs are currently not being served. The U.S. Office of Education triennial survey of adult education in 1972 indicated that there were 15,734,000 participants in organized adult education activities in the United States, compared with 11,602,000 full-time students. Adult students constituted 57.5 percent of the total.

Rate of Increase in Adult Education Participation

Of crucial importance is the fact that the rate of increase in the number of adult students between 1969 and 1972 was 2.3 times greater than the increase in the number of full-time students. This rate of growth demands the attention of educational organizations, whether broadcast-oriented or not. As participation expands, the economics of broadcast media becomes increasingly attractive.

* For detailed documentation of the data in this section of the report, see Appendix D, Tables 1 through 11.

Underparticipation of Economically and Educationally Disadvantaged Groups

Demographic data from the survey reveal a largely untapped market among disadvantaged groups, especially those with low levels of income and educational achievement. In 1972, only 13 percent of the participants in adult education had not completed high school. In sharp contrast 43.4 percent of adult nonstudents had not completed high school. At the other end of the scale, 47 percent of adult students had completed at least some college studies, whereas 19 percent of nonstudents were in that category.

Similarly, family incomes of nonstudents were significantly lower than those of either adult students or full-time students: 38 percent of adult nonstudents had family incomes under $7,500, while 21 percent of adult students were in that income category.

Although women constituted a majority of participants in adult education in 1969 and 1972 (52 and 58 percent respectively), blacks decreased in their proportion of the student body from 5.8 to 5.0 percent between the two survey years. The sharpest decline occurred among black men—from 4.9 percent to 3.7 percent. In both cases, their participation in adult education was significantly below their proportion of the total population.

Occupational Characteristics of Adult Education Participants

The adult student body has constantly had a strong occupational character. The proportion of participants in adult education who were working or in the labor force was extremely high in both 1969 and 1972, remaining steady at 80 percent during the two survey years.

Looked at in terms of types of courses taken, both the 1969 and 1972 surveys indicated that a majority of all adult students in postsecondary education participated in occupational or professional training: 53 percent in 1969 and 57.3 percent in 1972. Overall, there was an increase of 25 percent in the total number of participants in occupational or professional training between the survey years. The same holds true for nonstudents who were surveyed by the Commission on Non-Traditional Study in 1972. Of those who indicated they would like to become learners, 78 percent chose vocational subjects as one of their preferred areas of learning; and, further, 43 percent chose vocational subjects as their first choice.

If public broadcasting is to be used to satisfy the needs of current or future clientele groups, program content should have a strong occupational focus, but this should not preclude priority consideration for other types of programming.

Types of Educational Sponsoring Organizations

Programs must also be geared equally to adult education activities at educational institutions and at other organizations whose goals are not primarily educational. In both 1969 and 1972, approximately 45 percent of adult students attended programs administered by employers, community organizations, labor unions, professional associations, hospitals, and private tutors. Of special significance is the fact that in 1972 a total of 2,613,000 persons participated in employer programs and another 1,996,000 in programs operated by community organizations.

Federal Social Problem-Solving Programs

Over the years the Congress has passed a large number of categorical adult education programs designed to assist in the solution of social and economic problems, such as those relating to health, nutrition, aging, agriculture, drug abuse, environment, education, and social welfare. According to the National Advisory Council on Extension and Continuing Education, there were 168 such programs funded in 1972 with appropriations of $1.026 billion.

The number of federal problem-solving programs and the scope of funding would appear to mandate that public broadcasting give careful attention to the adult educational needs which can be served by federal agencies with Congressionally-funded pro-

grams. The long and successful record of the use of public and commercial radio and television for federally-financed agricultural extension programs plus the more recent use of federal funds for "Sesame Street" and arts and humanities programs indicate that these media are appropriate and viable vehicles for dissemination of federally-financed adult education programs for targeted audiences as long as adequate safeguards are exercised regarding undue Federal agency control over programming.

National Programming Priorities

Participants in the National Conference on Program Priorities, which was organized by the Task Force, identified 19 program priorities for consideration by the Task Force and CPB (Appendix A). The Task Force especially shares the concern of the conference participants for programs which relate to acquisition of survival skills, problems of the elderly, enrichment of family life, and enhancement of cultural pluralism.

Use of Television and Radio in Adult Education Programming

The extremely low level of use of radio and television in adult education (in 1969 and 1972 (less than 1 percent of adult students—83,000 and 145,000 respectively—participated in organized learning activities using radio or television) indicates that an effective system has yet to be developed which would satisfy the needs of adult clientele groups in organized learning situations.

The Task Force identified several needs which, if adequately met, would optimize the partnership between adult education and public broadcasting:

- To develop a linkage between public broadcasting and the educational capabilities of institutions and organizations;
- To develop a mechanism which would facilitate identification of clientele groups and their needs;
- To encourage and finance better research;
- To develop the means of delivering materials, both broadcast and supporting print elements and classroom components, to user institutions and agencies.

Recommendations

The recommendations of the Task Force on Adult Education reflect recognition of several major issues which confront both broadcasters and educators when they attempt to join their respective missions and capabilities to serve the educational needs of adults in the United States.

In seeking ways to resolve these issues, the Task Force drew guidance from the planning criteria set forth in the CPB/ACNO Education Study Plan. It felt that Criterion #2 was of special significance in dealing with the broad and diffuse world of adult education. Criterion #2 states:

> *All planning will relate to organized learning situations by various types of institutions. Other institutions have primary responsibilities in education; CPB has a support role.*

The result was a recognition that educational broadcasting must include programming which has no institutional ties but which "educates" a general public on broad-gauge topics of substance. CPB and PBS and NPR, along with others, currently are generating these kinds of programs. Notable examples are "The Killers," "The Ascent of Man," "Feeling Good," "Wall Street Week," and "All Things Considered." These efforts should be continued and expanded. Furthermore, it is possible—and desirable—that programs designed for organized learning situations will have general audience appeal.

On the other hand, the Task Force felt that it could best serve by considering the more difficult, and largely unanswered, questions of how to make broadcasting a part of the ongoing and pervasive adult education activities now in place.

Many years of experience have

evolved effective patterns of service to adult learning needs, ranging from informal training by service groups, to more structured courses offered by professional societies, labor and business groups, and others, to the highly formalized activities of colleges and universities. It is unnecessary, and would be counter-productive if not impossible, for CPB to duplicate these existing mechanisms which provide for feedback to instructional sources.

With the foregoing in mind, the Task Force on Adult Education addressed itself to the issues within the context of the following CPB/ACNO objectives associated with Criterion #2.

a) To determine effective uses of public broadcasting for organized learning situations;

b) To conduct studies yielding plans of action beneficial to learners of all ages [N.B.: for this Task Force, adults];

c) To develop delivery system models, incorporating broadcast and non-broadcast components and responsive to the needs of educational and other groups and agencies;

d) To be responsive to the need for institutional cooperation and coordination.

To achieve these objectives, and to meet the identified needs, the Task Force on Adult Education has evolved a set of program selection criteria, and a National/Local Cooperative Planning and Utilization System, together with a proposal to explore alternate media systems which form the basis for the recommendations in this report.

Criteria for Selection of Adult Education Programming Priorities

After considering the reports of the National Conference on Program Priorities (Appendix A) and the Special Consultant Group to the Task Force (Appendix B) and its own analysis of trends and emerging needs in adult education, the Task Force concluded that public broadcasting can be a valuable supplement to many existing programs of adult education, as well as a vehicle for reaching new and enlarged audiences.

However, it also recognizes that the most cost-effective use of a national broadcasting system comes in reaching relatively large audiences.

To achieve these twin objectives the Task Force proposes:

RECOMMENDATION #1: That CPB Utilize Specific Criteria for Identification of National Adult Education Programming Priorities.

Granting the desirability of maximizing the use of public broadcasting media in adult educational programming, and at the same time conceding limitations of the current capability of these media to satisfy the educational needs of all adult groups, criteria must be developed for CPB and its broadcasting colleagues to guide their determinations of programs to be given priority for national programming. Among factors that should be considered are size of audience, urgency of need, public interest, cost-benefit ratio, and potential for multi-media and multi-audience utilization.

The Task Force recommends at least these five criteria for each selection:

a. Will it serve large numbers of people?

b. Will it be capable of multi-level audience utilization with the addition of appropriate learning situations?

c. Will it serve a compelling public interest?

d. Will it be an appropriate use of public broadcasting?

e. Will it have potential for repeat utilization over a reasonably long period of time?

These criteria do not offer objective standards by which to judge ideas and proposals. Rather, they are intended to emphasize those elements which the Task Force regards as most important to increasing the likelihood of success of any programming in terms of satisfying adult education needs in the United States.

In these criteria, the Task Force reinforces concepts put forward by the

National Conference on Program Priorities and the Special Consultant Group. As an example of a means of reaching both large numbers of narrow-interest groups at the same time, the Special Consultant Group noted:

> *As a means of overcoming possible objections based upon numbers and scope, the Special Consultant Group recommends that whenever possible broadcast components should be applied to multi-level audiences by varying the supporting learning situation. Experience has shown on some recent projects that it is possible to use the same television programs as the basis for credit courses, non-credit informal education, and as an enhancement viewing situation for a general audience.*
>
> *One example is "The Ascent of Man," which is a general-audience interest program being offered through the Public Broadcasting Service. Across the nation, the general-interest programs are being supplemented with study guides and periodic classroom sessions and/or independent study materials to create a course for college credit. With fewer and less elaborate class meetings and written materials, the programs fit into adult education informal settings. With no class meetings and with only a viewer's guide and perhaps selected readings, the meaning of the programs can be enhanced for a general audience. At the same time, of course, the bulk of the audience can enjoy the programs as originally presented, with no additional effort.*

The Task Force realizes that all projects will not be equally successful in capturing the interest of a general audience while preserving sufficient educational values for a specialized group. However, all projects can achieve this multi-audience interest to some degree.

It must be recognized that the issue is not clear-cut: some programs which have prime value for limited audiences, such as physicians or city managers, may also have significant secondary benefits for the general public, while others designed for larger specific audiences may be useful to the general public, either as a broadcast audience or as a secondary beneficiary through improved services from better-trained professionals.

A National/Local Cooperative Planning and Utilization System

The Task Force points out that there are three independent and essential entities involved in the effective use of broadcasting in organized learning situations on a nationwide basis: the Corporation for Public Broadcasting, the local broadcast stations, and local user institutions/organizations. Development of an effective national/local planning and utilization system depends upon defining the optimum relationships among these entities. In general terms, each has the following role:

Corporation for Public Broadcasting—provides a basis for national scope which allows for a higher level of funding to assure high quality, for economies of network distribution of broadcast materials, and for the advantages of national promotional efforts.

Local broadcast stations—provide the primary means of dissemination in each community. Because each is locally licensed, each has a responsibility for ascertaining community needs and selecting programs to meet those needs.

Local user institutions—provide the organized learning situations necessary for full and effective utilization. Each has specialized means for determining the local educational needs of specialized and general audiences, and for meeting those needs. They can assist the local station in ascertaining these specific community needs through market analysis, and can provide the support mechanisms for meeting them. The institutions have existing procedures for enrolling and certifying students, which the other entities lack.

In many areas, local stations have already established working relations with advisory groups of various kinds for planning and carrying out in-

structional and general-interest projects. The Task Force on Adult Education believes such working relationships are essential to optimize local support and use.

The next five recommendations deal with development of a realistic model for such working relationships, which are important both in the planning and the implementation of adult education programming projects. The Special Consultant Group, as its primary assignment, developed a national delivery/utilization system. The Task Force accepted that system in principle, but has expanded its role to include the element of planning.

RECOMMENDATION #2: That CPB Encourage Organization of Local "Adult Education Broadcasting Councils" in Areas Where Adequate Advisory Mechanisms Involving Local Adult Education User Organizations and Institutions Do Not Exist.

As noted earlier, local stations in many areas already have advisory groups which reflect adult education needs. Others have advisory groups which could be expanded to include this role.

In functional terms, the Task Force emphasized that extensive use of broadcast course materials requires integral participation by all groups which may be organizing the learning situations. Membership, therefore, must include as broad a range as possible of local user institutions and organizations. These are defined as: Any organization with educational responsibilities. As stated in the report of the Special Consultant Group (Appendix):

> *At one end of the continuum would be colleges and universities which have highly formalized educational missions. At the other end would be voluntary service organizations which carry out educational activities to benefit their employees or member constituencies. Ranging between these would be professional societies, labor unions, government agencies, libraries, churches, community organizations, business/industry training programs, etc.*
>
> *It is expected that these councils will be extremely diverse in constituency, in structure, and even in size and scope of "local community"—ranging from metropolitan area to county or state or even multi-state region. It would be the station's responsibility to identify and invite the participation of all institutions and organizations having responsibility for any kind of adult education, and to bring together their representatives for planning and establishing the local council. It may well be, however, that the station will not ultimately house or manage the council operation, though as the primary element in the delivery system, it will always play a major role. The actual operation of council activities might be assigned to an educational institution, a community organization or a coalition of such organizations, or some other participating agency. It is also likely that council membership will shift from project to project, depending upon program focus. It is important, however, that there be a continuing core of cooperating institutions with opportunity for the involvement of all. The group stresses that the relationship of local educational institutions to the council is extremely important, since they have in place the systems for registering students, for distributing support materials, and for feed-back and interaction processes.*

Beyond existing groups and and those which may be organized, the Task Force noted the possible resources to be found in state adult education advisory councils being formed under the Adult Education Act, as well as the new Community Education activities. It is further suggested that CPB find ways to assist development of financial support, where it may be needed, to encourage formation of these local groups.

RECOMMENDATION #3: That CPB Use the "Adult Education Broadcasting Councils" to Generate

Programming Priorities Based Upon Inputs from Local and National Sources.

A two-directional process is envisioned in this recommendation. First, local councils would feed to CPB adult education priorities they have identified. These would become part of the overall selection process. Second, CPB would feed to the local councils program ideas that have evolved through other local, state, regional, and national mechanisms such as state and national advisory councils, national conferences of producer and user groups, and federally-funded programs for elements of the general public. All of these ideas would be fed into the system for evaluation by local user institutions and organizations in concert with the local stations.

Although the primary goal is to identify programming priorities of national scope, the system will also bring to the surface priorities best treated on a local or regional level. CPB should consider ways of encouraging regional networks and local groups to develop programming to meet these needs.

RECOMMENDATION #4: That CPB Fund the Planning and Development of Projects Identified by the Programming Priorities System.

Once programming priorities are determined, CPB should make a final selection of a project area and invite proposals from educational institutions and organizations, working through a local station or system-related production agency as defined by the Station Program Cooperative of the Public Broadcasting Service. The role of each agency involved in content considerations is implicit in the planning and utilization system process which follows.

Based upon proposals received, CPB would make a planning and/or pilot program production grant for each project to be undertaken. Planning grants would enable local groups to evolve detailed project plans which might otherwise be beyond their resources to develop. A detailed and well-thought-through plan could obviate the expensive step of pilot production.

Each project should include planning for the following components:

- television broadcasts
- radio broadcasts
- other media, when appropriate
- written support materials
- a syllabus for incorporating class meetings, workshops, or other line components, when appropriate.

The grant agreement should specify that the producing agency must involve representative user institutions and organizations as well as subject experts in all planning. The grant should also call for formative research and target-audience pre-testing of broadcast and support materials to validate their effectiveness and acceptability. These activities should take into account the rich resources to be found in the diverse cultural elements of American life and the important contributions each of these makes to the unique pluralism of the American experience.

Upon completion of detailed planning and/or production of a pilot, CPB would initiate a sequence of feedback activities for local evaluation and decision-making. Through existing computer links and video and audio interconnections, this feedback can be almost instantaneous. In the case of a pilot program, elements in the sequence should include the following steps:

a. By means of the PBS and NPR interconnection systems, the pilot would be shown to local adult education broadcasting councils. Whenever possible the pilot should be accompanied by a pre-test report. The Councils would feed reactions back to CPB and the producing agency.

b. CPB would then call a meeting of the producing agency, subject experts representing both the producing agency and interested user institutions and organizations, plus field organizers from interested user institutions to discuss content, style of production, acceptability and marketability, specific problems of utilization, etc. Feedback from the council previews would also be considered.

c. CPB would then decide whether to move ahead to full production, modify the project, develop a re-

vised pilot, or drop it altogether. (A revised pilot would go back into the cycle already described.)

d. Once full production were authorized, utilization people as well as subject experts would continue to have significant input.

e. As production progresses, CPB would offer the series to stations, with previews via PBS and NPR for local evaluation in terms of the needs of each individual institution and organization. Local user institutions and organizations would plan their own utilization based upon materials in the project package, plus additional local materials as needed. Costs of support materials (study guides, workbooks, promotional pieces, etc.) would be borne by the local institutions and the local students.

f. CPB would next arrange for distribution of broadcast programs through PBS and NPR and for distribution of support materials, probably through some competent central agency. Materials could be sold to users or reprint rights could be assigned, at the option of the user institution. CPB would plan and implement a national promotional effort in support of the broadcasts and the organized learning opportunities.

g. Local stations would schedule the programs, and council institutions and organizations would enroll students through their normal procedures; and provide organized learning situations as planned. Students would receive certification or other informal "credit" according to the normal procedures of each institution or organization. (The new continuing education unit—CEU—being adopted by many institutions across the country may eventually offer the basis for a more standardized approach on national projects.) Special attention should be given to the community outreach activities associated with multi-level projects.

h. Local user institutions will provide quantitative reports to CPB, along with qualitative judgments on the future value of the project, based on field experience. Although various kinds of research, both before and after projects, are important, the Task Force supports the contention of the Special Consultant Group that the real proof lies in whether adults enroll or otherwise participate and whether they are satisfied with the results. The system report should address itself to the question: should this course be used again both in terms of quality of materials and of obsolescence? CPB should set aside a certain percentage of funds for revision and updating of existing courses.

RECOMMENDATION #5: That CPB Actively Seek Additional Funds for Development of National Adult Education Programming.

Because CPB now has the responsibility for funding developmental projects, it is the logical agency to take the responsibility for leadership in seeking new funds to supplement its own appropriations.

The Task Force believes that the Congress will be receptive to proposals based upon broad-based needs as evidenced in local support through the planning and utilization system. Other governmental agencies would be in a position to aid in funding specific projects, as would various foundations, national corporations, and other groups.

The educational community can be a powerful influence in such matters, especially when bolstered by documentation of nationwide support. CPB is encouraged to use this base to its fullest in pursuing new funding for educational purposes.

CPB may also wish to look into the possibility of putting up matching funds for an instructional Station Program Cooperative through which a smaller number of interested local stations and user institutions across the country could support production of courses important in their areas. The communications structure already described, coupled with the SPC process, could facilitate formation of these informal "consortia."

Assuming future growth in broadcast-based adult education programs, the question of funding will concomitantly increase in importance. The responsibilities of Congress, funding CPB

through appropriations; of the local stations enlisting financial assistance in various ways; of user institutions; and of participants must be considered and determined.

RECOMMENDATION #6: That CPB Seek to Ensure That Adult Education Programming Can Be Utilized by Supplemental Distribution Systems.

It became obvious to the Task Force on Adult Education that CPB and the broadcasting media cannot begin to meet the needs for delivering audio and video instructional materials. Many alternative and supplemental distribution systems already exist and many more will be needed. These mechanisms include use of audio and video cassettes, cable television, closed circuit systems, and, ultimately, direct-to-home-or-school satellites.

It is essential that adult education materials produced for use within the broadcast system also be available for use through these supplemental distribution systems. Therefore, CPB must include in its production contract negotiations the goal of acquiring rights which would enable this extended use of the materials. Wherever possible, copyrights and other rights should be "bought out" in perpetuity or for a stated period of time (no less than five years, if possible) so that payment of individual rights fees by each user would not be necessary, at least during the first contract cycle.

Once rights are acquired, various means should then be found to make the materials accessible to as broad a clientele as possible.

Although encouraging this extended use, the Task Force emphasized that primary focus should be on developing national broadcast-supported adult education projects.

Alternative Utilization Systems

RECOMMENDATION #7: That CPB Study, With Appropriate Agencies, Ways in Which Alternate Media Distribution Systems Can Be Utilized or Established For Adult Education Programming Where Broadcast Services are Inadequate to Meet the Needs of Adult Education for Its Many Clientele Groups.

Given the broad spectrum of needs and interests in the field of adult education, ranging from the most advanced post-doctoral training of medical specialists and aerospace physicists to the basic educational needs of functional illiterates, the problem of satisfying those diverse educational needs through a single medium such as public television or radio is of fundamental importance. In view of the limitations on available broadcast time and on flexibility of broadcast scheduling, ways of relating other media to different components of the adult education universe must be determined. Further, appropriate and qualified organizing agencies must be identified, and financing of alternate delivery systems must be developed.

It is self-evident that public radio and television stations cannot carry the whole burden of delivering all of the educational programs necessary to satisfy the needs of all target audiences in adult education, much less the student bodies in the entire field of education. If high-quality broadcast programs can improve the learning effectiveness and/or the cost efficiency of organized learning activities in the United States, then it is evident that some agency or agencies must undertake the development of alternate media utilization systems. Both the Special Consultant Group and the Government Advisory Group called the attention of the Task Force to this need. The availability of an almost bewildering array of technology for this purpose (cable, including interactive cable; audio and video cassettes; random access storage and retrieval; closed circuit, including ITFS; satellites; microwave; computers) cries out for further effort in this area.

This evaluation should leave open the question of whether CPB should expand its own capabilities to cover alternate media systems, or some other agency or agencies should ultimately organize and/or operate the systems.

Conclusion

The Task Force on Adult Education is convinced that an effective partnership can be forged which will make possible a national broadcast adult education program which can have great impact on important segments of the adult population. The priorities must be realistic ones, based upon a national coalescing of local concerns. This report provides the mechanism for bringing these interests together.

Appendix A:

Report of the National Conference on Program Priorities

September 12-13, 1974
The University of Chicago Center for Continuing Education

General The essential task of the conferees was to review adult education needs which could be appropriately met through public broadcasting in concert with educational institutions and to recommend those needs which warranted priority attention. For this purpose, the conferees were divided into five specialized discussion groups, each of which subsequently reported its views in plenary session. (For a description of the five specialized groups, see attachment #1.)

At the outset, Task Force Chairman Robert J. Pitchell established common terms of reference which were intended to guide discussion in the five specialized groups and in the plenary meeting. These included a working definition of adult education (attachment #2), definitions of cultural, educational and instructional programming (attachment #3) and suggested criteria for determining program priorities (attachment #4). Douglas Bodwell, John Price and John Witherspoon of the Corporation for Public Broadcasting provided background information on the operations, plans, goals and interests of the CPB in order to acquaint conferees with the context in which decisions on program priorities will be made. In this regard, Messrs. Price and Pitchell described the key role of the ACNO Task Force on Adult Education and its relationship to CPB and to other ACNO Task Forces.

Reports of Specialized Groups

Adult Basic Education The adult basic education group reported its priorities as:

1. *Consumer Education:* the need to provide adults at the basic educational level with the skills and understanding needed to make sound economic decisions. The format might be a series of situational dramas focusing on life-coping skills in a family, community and occupational setting.
2. *Adult Reading Programs:* the need for modification and adoption of the Sesame Street model to serve adult learners.
3. *Awareness Series:* to focus on ethnic heritages, public institutions, basic job skills, family relationships and matters of general public information.
4. *Training Programs:* to prepare volunteers and paraprofessionals for community service, to train peer group tutors, and to provide professional training to teachers and administrators in adult basic education programs.
5. *Adult Computational Program:* to impart skills such as balancing a checking account, understanding interest payments and charge accounts and an exposure to the metric system.

The Adult Basic Education Group also suggested that CPB, if it is to adopt these priorities, seek to deliver its programs in concert with on-going basic education programs, correctional institutions, business and industry training programs, church and civic groups and community colleges.

Vocational/Technical Education The priorities of the vocational and technical education group were:

1. *Occupational Exploration:* programs which would provide information about entry requirements for various occupations, identify the sources of occupational training, and cite pros-

pects for employment within various occupational clusters.

2. *Occupational Success Skills:* programs which would strengthen human relations skills associated with job success, such as communications and interpersonal relations skills, constructive worker attitudes towards work, as well as programs which would provide quantitative skills (e.g., measurement, applied math and science) important to occupational success.
3. *Upgrading Technological and Managerial Skills:* programs which would assist participants in keeping pace with technological changes and in increasing their skills as supervisors and managers.
4. *Home-Based Gainful Employment:* programs which would provide persons with necessary employment skills for the kinds of gainful employment which can be based in the home, such as child care, home selling and home health care.

Professional Education The priorities of the Professional Education Group were:

1. *Management and Organizational Development:* programs to impart those skills and knowledges common to all professionals which would assist them in becoming more effective as independent professionals as well as organizational leaders. Included under this priority would be such program elements as inter-personal skill development, leadership, decision-making, communications, ethics, institutional change strategies, organizational behavior and social change.
2. *Professional Content Skills:* the need for professionals of every discipline to keep current with new knowledge, research and technology which affect their professions. The Professional Education Group felt that professional development was a life-long responsibility of every professional. Many professions are already recognizing this need, and the availability of public broadcasting for professional continuing education would provide added stimulus toward raising professional competence in key professional fields.

General Public Service Education Recommended priorities in this category of programming include:

1. *Pre-retirement Counseling:* the need to prepare mature people emotionally and economically for retirement. Included in such educational programs would be learnings in retirement planning, preparation for a second career, use of leisure time, and health and nutrition for the aging.
2. *The System and How to Use It:* educational programs which would focus on available community services, community problems and improvement of the quality of life in our society.
3. *Our Interdependent World:* addressed toward providing a greater understanding and appreciation of world affairs and interrelationships in social, economic, political, scientific and cultural terms.
4. *Designs for Living:* programming directed at improving the esthetic aspects of life, through better planned physical structures and more becoming use of terrain.

Social Problem-Solving The Social Problem-Solving Group structured its priorities as follows:

1. *Family Life:* emphasis on child-rearing, family economics, family planning, education of children, housing, and the problems of the one-parent family.
2. *Community Development:* educational programs for persons who serve in positions from which they can improve the

criminal justice system, the social welfare system, race relations, public health, public housing and the public education system.

3. *Survival Skills:* the individual's role in coping with change and the rootlessness of urban life. Such programs would be directed toward enabling the individual to find a more satisfying personal role in his occupation, his social circle, and the broader community.
4. *Problems of the Elderly:* educational programs for the elderly which would assist them in coping with problems of finances, transportation and health, and lead to a fuller enjoyment of life.

Assumptions and Criteria

The general consensus within which each group selected its priorities reflected several basic assumptions about the value and use of educational broadcasting.

It was generally felt that educational broadcasting could be a valuable supplement to many existing programs of adult education, as well as a vehicle to reach new and expanded audiences.

There was general agreement about the feasibility of collaboration between public broadcasting and a large variety of organizations and institutions which sponsor learning. In addition to educational institutions, most frequently cited sources of collaboration were: (1) employers, (2) professional associations, (3) community groups, (4) correctional institutions, (5) various public interest groups, (6) political parties and (7) various governmental agencies having a public education role.

Reflected in discussions was a general feeling that the future for educational broadcasting was bright, in terms of audience receptivity and the prospects for rendering valuable public service. However, concern was expressed throughout that the content and format of educational programming be developed with the advice of persons with the necessary subject matter skills and the requisite understanding of adult learners. In this respect, it was assumed that the CPB media specialists would, in early stages of development, seek the advice and assistance of professionals skilled in subject matter areas and in adult learning.

Each of the five specialized groups cited the criteria under which their priorities were selected and the rationale which justified these selections. The criteria most often used were patterned as follows:

1. *Numbers:* a belief that educational broadcasting, by its nature, was best used in addressing large audiences.
2. *Public Interest:* a general feeling that the eventual impact of educational broadcasting should broadly serve major societal goals, as well as the interests of the target audiences; hence the target audiences should be selected with the public interest in mind.
3. *Appropriate Media Use:* the notion that public broadcasting is a unique and valuable educational resource which should be used in circumstances where its uniqueness and value best serve educational purposes; in other terms, the use of public broadcasting should be centered on the kinds of learning best delivered through this medium.

In reviewing the current thrust of educational programming via public broadcasting, it was generally agreed that major gains were possible through concerted efforts to develop links between CPB and the various sources of adult education offerings. This does not demean the value of educational broadcasts which reach an audience not participating in a structured learning situation. It was agreed that CPB can and does do this well. However, there are other levels of the educational process where public broadcasting can accomplish ends which become possible only when the audience is part of a learning situation in which evaluation and feedback of learning occur. In most cases,

this evaluation and feed-back can best come through the involvement and co-operation of a learning source which links the broadcast with the audience in ways most conducive to learning.

Finally, there was a strong belief in the ready willingness of educational institutions and other sponsors of learning to cooperate with CPB in insuring productive use of educational programming. While the process of developing such cooperation will require both time and effort, the benefits possible are exciting new dimensions to adult learning.

Submitted by:

Derek N. Nunney, Adult Basic Education
Shirley Wilson, Vocational/Technical Education
Fred Fisher, Professional Education
Robert Anderson, General Public Service Education
Edward Kieloch, Social Problem-Solving Education

on behalf of all participants.

Appendix B:

Report of Special Consultant Group

Final Report

Special Consultant Group
CPB/ACNO Adult Education Task Force

Background and Rationale

The Special Consultant Group was named in order to provide the CPB/ACNO Task Force on Adult Education with counsel from experts in education and in media on how the two areas can be brought into a working partnership in the field of adult education. Specifically, the Group was asked to develop a model for a "delivery system" or utilization network wherein the Corporation for Public Broadcasting would provide the broadest components while educational institutions and other local user organizations would provide the organized learning situations. (See section on definitions.)

CPB's problem, briefly stated, is to respond to growing demands being placed upon it by various groups to increase its educational service as part of its mandate to serve effectively a national system of local radio and television stations.

In the Adult Education Special Consultant Group, this problem was considered with the knowledge that hundreds of thousands of adults are making sacrifices of time, money, and energy to attend continuing education classes across the country. These strongly motivated people, in the view of the Group, will welcome alternative and additional means for attaining their educational goals, especially if those means can be more convenient, as through broadcast media.

Finding individual programs or series with sufficient appeal to broad sections of this diverse clientele to justify use of a national interconnection system is an overall objective of the Adult Education Task Force. The Special Consultant Group wishes to observe, however, that criteria for selection should take into account those interest groups whose members may be relatively few in a given area but whose total across the country may be significant. One measure of success, then, would be numbers of participants in ratio to the potential audience for each series.

As a means of overcoming possible objections based upon numbers and scope, the Special Consultant Group recommends that whenever possible broadcast components should be applied to multi-level audiences by varying the supporting learning situation. Experience has shown on some recent projects that it is possible to use the same television programs as the basis for credit courses, non-credit informal education, and as an enhanced viewing situation for a general audience.

One example is "The Ascent of Man," which is a general-audience interest series being offered through the Public Broadcasting Service. Across the nation, the general interest programs are being supplemented with study guides and periodic classroom sessions and/or independent study correspondence materials to create a course for college credit. With fewer and less elaborate class meetings and written materials, the programs fit into adult education

informal settings. With no class meetings and with only a viewer's guide and perhaps selected readings, the meaning of the programs can be enhanced for a general audience. At the same time, of course, the bulk of the audience can enjoy the programs as originally presented, with no additional effort.

Assumptions and Definitions

The CPB/ACNO Education Study Plan provided some assumptions upon which to base deliberations:

- All planning will relate to organized learning situations created by various types of institutions. These other institutions have primary responsibilities in education; CPB has a support role.
- All planning will deal primarily with public radio and TV, while also suggesting implications of other types of materials, e.g., video and audio cassettes, cable, video discs, print, among others. The primary objective is programming, but consideration must be given to utilization, staff development, etc.
- All planning will have broad application, taking into account different regional, state, and local needs.

These were among assumptions in the original CPB/ACNO Education Study Plan. As will be seen later, the Special Consultant Group has suggested certain modifications in these assumptions, although adhering to their major sense.

Some critical definitions were also provided in the CPB/ACNO Education Study Plan:

Adult Education — non-credit courses. (Credit courses, whether for full-time or part-time students, will be considered by the Task Force on Post-Secondary Education.)

Instructional — involves an intentional feedback mechanism or learning environment plus a relationship with an institution which has specific educational objectives.

Educational — involves institutions which have educational objectives but is essentially one-way use, with the feedback mechanisms left to chance or to individual follow-up.

Educative — programs of general interest or broad cultural informational values.

(The Task Forces were directed to limit their deliberations to "Instructional" and "Educational" uses.)

Institutions—any organization with educational responsibilities. At one end of the continuum would be colleges and universities which have highly formalized educational missions. At the other end would be voluntary service agencies which carry out educational activities to benefit their employees or member constituencies. Ranging between these would be professional societies, labor unions, government agencies, libraries, churches, community organizations, business/industry training programs, etc.

Organized Learning Situation—The Group defines this as the mechanism by which an added educational dimension is provided to the broadcast programs. This can take the form of written materials such as correspondence courseware, periodic classes or workshops, or combinations of these.

Early in its thinking, the Special Consultant Group identified three independent and essential entities in any delivery system which would result in effective utilization of national projects.

1. the Corporation for Public Broadcasting;
2. the local broadcasting stations;
3. the local user institutions.

Development of a utilization/delivery system centers on defining the optimum relationships among these entities. In general terms, each has the following role:

Corporation for Public Broadcasting—provides a basis for national scope, which allows for a higher level of funding to assure high quality, for economies of network distribution of broadcast materials, and for the advantages of nation-

al promotional efforts.

Local stations—provide the primary means of dissemination in each community. Because each is locally licensed, each has a responsibility for ascertaining community needs and selecting programs to meet those needs.

Local user institutions—provide the organized learning situations necessary for full and effective utilization. Each has specialized means for determining local educational needs and for meeting those needs. They can assist the local station in ascertaining these specific community needs and can provide the support mechanisms for meeting them. The institutions have existing methods of enrolling and certifying students, which the other entities lack.

Although accepting the benefits of a national cooperative effort, the Special Consultant Group emphasizes that CPB and the broadcast stations cannot be the total answer for meeting adult education needs. However, because CPB is the one institution with primary concern for building the educational/public broadcasting system, the question becomes: How can CPB best contribute to a large and on-going adult education activity, drawing upon its own unique strengths? It is also not likely that any educational broadcasting activity will be successful without the full support and participation of a significant number of local institutions. Thus it is important to concentrate upon building a real working partnership among the three groups.

The Group recommends that CPB ask and encourage local radio and television stations to take the initiative in forming Adult Education Broadcasting Councils to serve their local communities in developing and implementing the new program. It is expected that these Councils will be extremely diverse in constituency, in structure, and even in size and scope of "local community"—ranging from metropolitan area to county or state or even multi-state region. It would be the station's responsibility to identify and invite the participation of all institutions and organizations having responsibility for any kind of adult education, and to bring together their representatives for planning and establishing the local Council. It may well be, however, that the station will not ultimately house or manage the Council operation, though as the primary element in the delivery system, it will always play a major role. The actual operation of Council activities might be assigned to an educational institution, a community organization, or a coalition of such organizations, or some other participating agency. It is also likely that Council membership will shift from project to project, based upon program focus. It is important, however, that there be a continuing core of cooperating institutions with opportunity for the involvement of all. The Group stresses that the relationship of local educational institutions to the Councils is extremely important, since they have in place the systems for registering students, for distributing support materials, and for feedback and interaction processes.

CPB encouragement of the organization of Adult Education Broadcasting Councils could take a variety of forms. The Group suggests three possible aids:

1. CPB field staff to provide organizational assistance;
2. Informational emphasis upon the usefulness of such Councils in ascertainment of community needs;
3. Possible assistance in funding Council operations, recognizing that the present shortage of funds in the system may preclude this option at this time.

Neither can CPB and the broadcast stations begin to meet the needs for delivering instructional materials. Other distribution mechanisms must be developed—by an entity yet unidentified—to reach the diverse audiences. These mechanisms should include consideration of audio and video cassettes, cable television, closed circuit systems, and, ultimately, direct-to-home satellites.

As a first step toward meeting these needs, the Group recommends that CPB, in negotiating production con-

tracts, include the rights to make broadcast materials also available in these other modes, through whatever distribution mechanisms. It is also recommended that air use of the broadcast material *not* be held up pending development of the extended use system.

The efforts of the Special Consultant Group have been concentrated on defining a workable model to serve national needs. However, it seems obvious that other needs will be found at regional, state, and local levels. The Group feels that a CPB-initiated model such as will be outlined will also be useful in identifying and meeting these other needs. Indeed, it seems likely that the national activity to identify program priorities would result simultaneously in identification of program priorities better suited to treatment as a less-than-national level. The Group suggests that CPB investigate ways of encouraging these regional, state, and local projects.

Recommended National Utilization Delivery System

Out of the above considerations and their own experience, the Special Consultant Group has developed a National Utilization Delivery System for placing CPB-developed broadcast programs in an organized instructional setting which the Group believes offers optimum chances for local support and use.

1. Local Adult Education Broadcasting Councils are organized. They include major institutions with educational responsibilities, as defined earlier in this paper.
2. CPB derives several program priorities through a national mechanism, perhaps similar to the one followed by the Adult Education Task Force, and identifies specific objectives for each.
3. CPB offers this list to the local stations for consideration by the Adult Education Broadcasting Councils, either directly or through regional and/or state agencies where appropriate.
4. Based upon responses, CPB makes final selection, entertains proposals from educational institutions, stations, and system-related production agencies, and makes a pilot production grant for a national project that includes television, radio, written support materials, and a plan for incorporating workshops, etc., where appropriate.
5. The grant should specify that the production agency must involve representative user institutions as well as subject experts in all planning, development, and production work. The grant should also call for formative research and pretesting of materials.
6. Upon completion of the pilot, CPB initiates a sequence of feedback activities for evaluation and decision-making. Through existing computer links, and video and audio interconnections, this feedback can be almost instantaneous. Elements in the sequence should include:
   A. By means of PBS and NPR interconnection systems, the pilot is shown to local Adult Education Broadcasting Councils. Whenever possible, the pilot should be accompanied by a pre-test report. The Councils would feed reactions back to CPB and the production agency.
   B. CPB calls a meeting of the production agency, subject experts representing both the production agency and interested user institutions, and field organizers from interested user institutions, to discuss content, style of production, acceptability and marketability, specific problems of utilization, etc. Feedback from the Council previews would also be considered.

C. CPB decides whether to move ahead to full production, modify the project, develop a new pilot, or drop it altogether. (A new pilot would go back into the cycle already described.)

D. Once full production is authorized, utilization people as well as subject experts continue to have significant input.

7. In anticipation of completion, the series is offered to stations, with previews on PBS and NPR for local institution evaluation.

8. Local institutions plan their utilization, based upon materials in the project package, plus additional local materials as needed, at local cost. Institutions enroll students through normal procedures. Councils inform CPB of anticipated enrollments to provide a basis for initial printing orders.

9. CPB arranges for distribution of broadcast programs through PBS and NPR, and for distribution of support materials — study guides, workbooks, promotional pieces, etc. Costs of support materials would be borne by local institutions and the local student. Materials can be purchased through a central agency, or CPB could assign reprint rights to local institutions.

10. Local station schedules the programs, and Council institutions enroll students and provide organized learning situations as planned. Students would receive certification or other informal "credit" according to the normal procedures of each participating institution. (The new Continuing Education Unit—CEU—being adopted by many institutions across the country may eventually offer the basis for a more standardized approach on national projects.)

11. CPB arranges for extended use distribution of the video, audio, and written materials. (Special Consultant Group notes that this extended use could become a much larger enterprise than the original distribution through broadcast.)

12. When possible, programs should be developed with multi-level and multi-audience applications, depending upon varied support materials. This will demand close cooperation between adult and higher education elements and general audience programmers.

13. Local user institutions will provide quantitative reports to CPB, along with qualitative judgments on the future value of the project, based on the field experience. Although various kinds of research, before and after projects, is important, the Group feels that in the world of adult education the real proof lies in whether adults enroll and whether they are satisfied with the results. However, CPB should undertake a study of methods for evaluating the quality of programs, using criteria unique to adult education, e.g., the need to appeal to adults in leisure-time settings, the impact of varied adult experience on learning effectiveness of materials, etc.

In completing its work, the Special Consultant Group wishes to thank the Corporation for Public Broadcasting and its Advisory Council of National Organizations for undertaking the important work of identifying educational opportunities.

The Group particularly thanks the Adult Education Task Force for providing its members with the opportunity to make these specialized inputs from the field of continuing and adult education and from the field of broadcasting and media.

It is our belief that a working partnership is not only possible but im-

portant to achieve in order to expand opportunities for adult education to all segments of our society.

Special Consultant Group
October 20, 1974

Prepared at the direction of the Group by:

David L. Phillips
Staff Consultant

Appendix C:

Report of Government Advisory Group

Final Report

Recommendations of the Government Advisory Group
November 14, 1974
Washington, D.C.

1. That CPB compile and distribute from available sources a comprehensive report on the trends in adult education as they relate to public broadcasting, and further that CPB continue to monitor available data and disseminate them in future reports.

2. That CPB make available for study detailed information on instructional programs which have successfully combined use of broadcasting with noncredit organized learning activities.

3. That CPB assume a leadership role in financing experimental and demonstration programs to reach adult audiences through public broadcasting.

4. That CPB maintain an "alert system" whereby federal legislation dealing with social improvement (e.g., health, social security, metric education) would be examined (1) to determine implications for adult education which would enable persons to obtain maximum benefit from the services and programs established by the legislation and (2) where indicated, to develop plans for programming, in cooperation with the agencies administering the legislation. (Such a system supported by programming would be replicable or adaptable at other levels of government.)

5. That CPB locate and make available any demographic studies which have been made of public broadcasting's audience and of potential audiences not now being adequately served. If these data have not been collected, such a project should be undertaken as soon as feasible.

6. That CPB collect and make available the methodology of classic examples of formative and evaluative research in public broadcast programming.

7. That further consideration be given to the possibility of establishing a system for determining program priorities relating to clientele-group needs that includes national and local components.

8. That CPB's capabilities be expanded to include alternate media to public broadcasting (such as video cassettes, closed circuit, etc., but not including cable) for presenting its programs to additional clientele groups who would not be covered by the recommended criteria for program priorities in public broadcasting.

9. That CPB request that the Federal Interagency Committee on Education become a continuing governmental advisory body to CPB on programming needs and priorities of the Federal Government.

Appendix D:

Glossary

Adult Basic Education means education for adults whose inability to speak, read, or write the English language constitutes a substantial impairment of their ability to get or retain employment commensurate with their real ability, which is designed to help eliminate such inability and raise the level of education of such individuals with a view to making them less likely to become dependent on others, to improving their ability to benefit from occupational training and otherwise increasing the opportunity for more productive and profitable employment and to making them better able to meet their adult responsibilities.

Vocational Education and **Technical Education** refer to educational programs which make individuals more employable in one group of occupations than another.

While vocational education is limited to no more than two years of

post-secondary education and focuses on manual skill training, technical education may include four-year college degree programs preparing students to work in mechanical or scientific fields, but not at professional levels.

Professional education refers to the broad range of professional occupational fields practiced in the United States. It includes not only the obvious categories such as physicians, lawyers, engineers, teachers, accountants, but also all types of managerial, public service and high level technical personnel. Licensed and certified occupational categories such as real estate brokers and life insurance underwriters would also be covered.

General Public Service Education refers to programs which are of value and interest to large segments of the general public without regard to occupational needs. Examples are programs for the public in the arts, humanities, public affairs, driver education, nutrition and health or for special clientele groups such as the blind or aging.

Social Problem-Solving Education is a component of many programs designed by legislatures or public and private agencies to provide remedies for societal ills. In social problem-solving education, major expenditures of funds for the training of special clientele groups or the general public on short-term or part-time bases are but one part of a larger solution involving noneducational programs as well. (See attached table of Federal extension and continuing education programs for examples.)

Definition of Adult Education (for Purposes of the Task Force on Adult Education project)

The task force has adopted the definition used by the National Center for Educational Statistics, USOE for its triennial surveys of adult education in the United States. NCES defines adult education participants as "persons beyond compulsory school age, 17 and over, who are not enrolled full-time in a regular school or college program and are engaged in one or more activities of organized instruction."

Note that this covers participants in programs operated by employer organizations, professional associations, labor unions, proprietary schools, hospitals and social organizations.

It also includes people who are in credit and noncredit programs.

The assignment for the Task Force on Adult Education is to deal with *noncredit* program activities only. This would, however, include nondegree credit activities only. The Task Force on Post-Secondary Education - Formal will be concerned with all degree credit activities for participants of all ages and in types of programs such as external degree programs.

Definitions of Cultural, Educational and Instructional Programming

Education, the acquisition of knowledge and cognitive or affective skills, can take place under an almost unlimited number of formal and informal situations. Three main types are distinguishable:

1. Those experiences which occur in situations which are not organized and carried out primarily for educational purposes, but in which knowledge, cognitive or affective skill may be enhanced. e.g., social gatherings, work experiences. These may be labeled cultural or social.

2. Those educational activities which are intended to be learning experiences and in which learning may or may not occur, e.g., ETV broadcasts, lecture series, newspaper and magazine articles, books. These may be called educational.

3. Those educational activities which are intended to be learning experiences and in which organizer feedback mechanisms are utilized to build on the original inputs and to determine the extent to which learning experiences actually occur in individuals or groups. These feedback mechanisms can be formal and evaluative, e.g., elementary, secondary and college diploma or degree classes, or informal, as in noncredit classes, conferences, workshops and seminars. These are the instructional programs.

In some cases there is overlap. Preschoolers may be exposed to Sesame

Street at home, with no feedback about whether or how effective it has been; the program may also be piped into a preschool class with a teacher and/or parents on site to add new dimensions to the program's original impact and to utilize one or more feedback mechanisms to determine how effective the program is.

All three types exist in the media. Most programs are of the first type. However, educational programs also abound, e.g., French Chef, National Geographic Special. Instructional programs are generally encountered in closed circuit and cable media. Many of the current general broadcast programs are mixed, being used in general broadcast situations without feedback mechanisms and simultaneously with feedback mechanisms from classroom type situations, e.g., Sesame Street, Sunrise Semester.

Criteria for Determination of Priorities

Essentially, conference participants can set priorities in accordance with any criteria they believe applicable to their fields, *provided they articulate what criteria they have used.*

The following are examples of the kinds of criteria that can be used in making determinations:

1. Programs which offer significant opportunities for improvement in quality of instruction and learning effectiveness.

2. Programs which offer significant opportunities for individual clientele groups to be reached who might not otherwise be reached through nonbroadcast techniques. This could apply to people in rural areas or in urban areas where local adult education programs are inadequate, or to busy professional people such as doctors or engineers who frequently cannot spare the time from their occupations to travel to campuses or other learning centers.

3. Programs which substantially enhance the motivations of people to participate in programs which they might not otherwise participate in.

4. Programs which improve cost effectiveness either by making instruction available to current clientele groups at lower cost or to additional persons at no additional cost.

5. Programs which contribute to the public good as well as to the benefit of individual participants.

6. Programs whose subject matter may be especially suitable for presentation through broadcast media.

7. Programs whose urgency may be particularly acute for identifiable clientele groups.

Appendix E

Selected Data, U.S. Office of Education 1969 and 1972 Triennial Surveys of Adult Education in the United States

Table 1

Age of Participants in Noncredit Adult Education in the United States, 1972

	Number	Percent
17-24 years	1,471,000	16.2
25-34	2,943,000	32.4
35-44	2,043,000	22.5
45-54	1,598,000	17.6
55-64	708,000	7.8
65 and over	318,000	3.5

Source: Imogene Okes, **Participation in Adult Education, 1972** (in preparation), U.S. Office of Education, National Center for Educational Statistics.

Table 2

Educational Levels of Adult Noncredit Students and Adult Nonstudents in the United States, 1972

Educational Level	Percent Adult Noncredit Students	Percent Nonstudents
None-8th	4.4	25.1
9th-11th	8.6	18.3
High School	39.9	37.5
Some College	20.0	10.2
College Graduate	16.4	5.9
College +	10.7	3.0

Source: Okes, 1972.

Table 3

Family Income of Full-time Students, Adult Students and Nonstudents in the United States, 1972

Family Income	Full-time Students (percent)	Adult Students (percent)	Nonstudents (percent)
Under $3,000	6.3	4.5	11.6
$3,000- 3,999	3.4	2.7	6.0
4,000- 4,999	3.8	3.1	5.7
5,000- 5,999	4.7	4.5	6.1
6,000- 7,499	7.0	6.7	8.9
7,500- 9,999	12.1	14.0	14.8
10,000-14,999	26.1	30.5	23.4
15,000-24,999	21.7	23.0	13.4
25,000 and over	9.4	7.4	4.1
NA	5.5	3.6	6.0

Source: Okes, 1972.

Table 4

Occupational Profile of Participants in Adult Education in the United States, 1972

Occupation	Percent
Professional/technical	24.4
Farmers, farm managers	1.1
Managers and administrators	8.5
Sales	4.9
Clerical	13.1
Craftsmen	9.1
Operatives	6.2
Service and laborer	9.0
Not in labor force	20.5
NA	3.3

Source: Okes, 1972.

Table 5

Occupational and Professional Training of Adult Students in the United States in 1969 and 1972

Category	1969 Participants	1972 Participants	Percent Change
Vocational/technical	3,946,000	4,836,000	+ 22.6
Managerial	2,150,000	2,791,000	+ 29.8
Professional	1,510,000	1,805,000	+ 19.5
Other Occupations	73,000	189,000	+158.9
Totals	7,217,000	9,016,000	+ 24.9

Columns do not add because of multiple participation.

Source: Imogene E. Okes, **Participation in Adult Education, 1969: Full Report** (in preparation), U.S. Office of Education, National Center for Educational Statistics; Okes, 1972.

Table 6

Participation in Adult Education in the United States by Type of Subject and Type of Instruction, 1972

Type of Subject	Public School (percent)	2-year Colleges (percent)	4-year Coll./Univ. (percent)	Private Voc./Bus. (percent)	Employer (percent)	Labor/ Prof. Assn. (percent)
General Education	32.7	35.6	47.1	7.7	6.9	6.3
Occupational	32.1	59.3	60.0	78.7	83.2	79.3
Community Issues	3.0	3.6	6.8	2.9	8.2	8.3
Personal/Family Living	22.1	9.2	4.4	8.3	3.5	6.9
Social/Recreational	18.4	9.7	4.4	5.3	1.0	1.1
Miscellaneous	.3	.7	.8	.6	1.4	1.6
Total participants (numbers in thousands)	2,200	2,561	3,367	1,393	2,613	871

Totals add to more than 100 percent because of multiple choices of subject matters.

Source: Okes, 1972.

Table 7

Reasons Given by Participants for Taking Adult Education Courses in the United States, 1972

	Percent
To improve or advance in job	42.7
To get a new job	11.3
General Information	16.0
Community Activity	2.7
Personal/Family	23.5
Social/Recreational	6.5
Other and NA	8.5

Source: Okes, 1972.

Table 8

Institutional Instructional Sources for Adult Education in the United States, 1969 and 1972

Instructional Source	1969	1972	Percent Change
	(thousands)		
Public Grade School or High School	1,970	2,203	+ 11.6
Private Vocational, Trade or Business School*	1,504	1,393	— 7.3
2-year College or Technical Institute*	1,550	2,561	+ 65.2
4-year College or University	2,831	3,367	+ 18.9
Employer	2,274	2,613	+ 14.9
Community Organization	1,554	1,996	+ 28.4
Labor Union, Professional Association, Hospital, Private Tutor	2,552	3,360	+ 31.6
Total Number of Participants	13,041	15,734	

Percentages do not add to 100 because of multiple participation by individuals at different institutions.

Source: Okes, 1969 and 1972.

* See **Financing Part-time Students: The New Majority in Postsecondary Education,** *American Council on Education, 1974, pp. 82-83 for detailed explanation of possible adjustments in the number of collegiate and private vocational school participants.*

Table 9

Method of Instruction for Participation in Adult Education in the United States, 1969 and 1972

Method of Instruction	Number of Participants 1969 (thousands)	1972
Classroom Instruction	—	9,108
Lecture Series	9,580*	5,091
Workshop/Discussion	4,367	5,017
Private Instruction	1,719	1,345
Job Training	910	1,141
Correspondence	1,110	1,195
TV or Radio	83	148
Other	490	612
NA	90	135
Totals	13,041	15,734

Source: Okes, 1969 and 1972.

* *Separate data for classroom instruction and lecture series are not available for 1969.*

Table 10

Federally-Funded Categorical Problem-Solving Programs for Adult Students at Colleges and Universities, FY 1972

Program Area	Number of Programs	Adult Education Appropriations (millions)	Adult Education Appropriations (percent)
Aging	1	$ 10.0	1.0
Agriculture	4	160.8	15.7
Business	4	14.3	1.4
Community Development	7	23.0	2.2
Drug Abuse	3	15.2	1.5
Education Professions	45	221.5	21.6
Environment	11	17.7	1.7
Health	33	186.2	18.1
Humanities	4	5.5	0.5
Law Enforcement	9	91.6	8.9
Manpower	5	57.4	5.6
Nuclear Energy	8	0.6	0.1
Science	4	4.0	0.4
Social Welfare	17	171.5	16.7
Miscellaneous	13	47.0	4.6
Totals	168	$1,026.3	100.0

Source: Special Tabulations, National Advisory Council on Extension and Continuing Education, 1973.

Table 11

Areas of Learning Chosen by Would-Be Adult Learners, 1972

Area of Learning	Total Choices		First Choice	
	Number	Percent	Number*	Percent
Vocational subjects (excluding agriculture)	62,400,000	78.2	34,300,000	43.0
Hobbies & recreation	50,100,000	62.8	10,700,000	13.4
General education	38,200,000	47.9	10,100,000	12.6
Home & family life	44,700,000	56.0	9,600,000	12.0
Personal development	43,300,000	54.3	5,400,000	6.8
Public affairs	29,000,000	36.3	3,600,000	4.5
Religious studies	12,300,000	15.4	2,400,000	3.0
Agriculture	8,700,000	10.9	2,300,000	2.9

Source: Commission on Non-Traditional Study, **Diversity by Design,** Jossey-Bass, 1973, p. 16.

** Because of rounding, choice of a topic other than the forty-eight listed, and no response, the figures reporting first choice do not total 79.8 million.*

Member Organizations and Delegates

Advisory Council of National Organizations
to the Corporation for Public Broadcasting

AFL-CIO
Al Zack

American Association of School Administrators
Martha Gable

American Association of University Women
Linda Hartsock

American Bar Association
Donald K. Duvall

American Council for Better Broadcasts
Nancy McMahon

American Council on Education
Franklin Bouwsma

American Jewish Committee
Morton Yarmon

American Library Association
Eileen D. Cooke

Associated Councils of the Arts
Michael Newton

Association of Junior Leagues
Mariquita Mullan

Consumer Federation of America
Shelby Southard

Council of AFL-CIO Unions for Professional Employees
Jay Turner

Council of State Governments
Carol Steinbach

League of United Latin American Citizens
Juan L. Villarreal

League of Women Voters
Peggy Lampl

National Association for the Advancement of Colored People
Yvonne Price

National Association of Counties
Dorothy Sorter-Stimpson

National Catholic Education Association
Rev. Charles C. Fiore, OP

National Center for Urban Ethnic Affairs
Father Paul Asciolla

National Center for Voluntary Action
Eugene Goldman

National Congress of Parents and Teachers
Pearl Price

National Council of the Churches of Christ
Rev. William F. Fore

National Council of Homemaker Home Health Aide Services, Inc.
Ellen Winston

National Council of La Raza
Raul Yzaguirre

National Council of Negro Women
Mrs. Dorothy Dow

National Council of Senior Citizens
Steve Radabaugh

National Council of Women
Frances (Petey) McClintock

National Education Association
John Sullivan

National 4-H Foundation
Margo Tyler

National Latino Media Coalition
Julio Rodriguez

National League of Cities/ U.S. Conference of Mayors
Don Slater

National Legal Aid and Defender Association
James Flug

National Organization for Women
Cathy Irwin

National University Extension Association
Robert J. Pitchell

National Urban League
James D. Williams

National Wildlife Federation
Charles Roberts

Public Affairs Council
John Holcomb

Southern Baptist Convention
Charles Roden

United Nations Association of the U.S.A.
Peggy Sanford Carlin

U.S. Catholic Conference
Rev. Patrick J. Sullivan

U.S. Jaycees
Gary Hill

U.S. National Student Association
Tim Higgins

United Auto Workers International Union
Mildred J. Jeffrey

Veterans of Foreign Wars of the U.S.A.
Col. T. H. Marlow